

85TH CONGRESS 2d Session	}	HOUSE OF REPRESENTATIVES	}	REPORT No. 2157
-----------------------------	---	--------------------------	---	--------------------

NATIONAL DEFENSE EDUCATION ACT OF 1958

JULY 15, 1958.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. BARDEN, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany H. R. 13247]

The Committee on Education and Labor, to whom was referred the bill (H. R. 13247) to strengthen the national defense and to encourage and assist in the expansion and improvement of educational programs to meet critical national needs; and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF LEGISLATION

The purpose of this bill, H. R. 13247, is to assist in the improvement and strengthening of our educational system at all levels and to encourage able students to continue their education beyond high school. It is designed to accomplish these objectives by (1) establishing a limited program of Federal scholarships, (2) establishing loan programs for students at institutions of higher education, (3) providing grants to States for strengthening science, mathematics, and modern foreign language instruction in public schools, (4) establishing language institutes and area centers to expand and improve the teaching of languages, (5) assisting in the expansion of graduate education, (6) assisting in the improvement of guidance, counseling, and testing programs, (7) providing for research and experimentation in the use of television, radio, motion pictures, and related media for educational purposes, and (8) improvement of statistical services of State educational agencies.

The bill contains all of the corresponding proposals recommended in 1958 by the Department of Health, Education, and Welfare, plus two others, the loan program and the provision for research and experimen-

tation in more effective utilization of television, radio, motion pictures, and related media for educational purposes.

America is confronted with a serious and continuing challenge in many fields. The challenge—in science, industry, government, military strength, international relations—stems from the forces of totalitarianism. This challenge, as well as our own goal of enlargement of life for each individual, requires the fullest possible development of the talents of our young people. American education, therefore, bears a grave responsibility in our times.

It is no exaggeration to say that America's progress in many fields of endeavor in the years ahead—in fact, the very survival of our free country—may depend in large part upon the education we provide for our young people now.

The primary responsibility for education, in the future as in the past, should remain with the States and local communities and higher educational institutions. The Nation looks primarily to citizens and parents acting in their own communities, to school boards and city councils and State legislatures, to teachers and school administrators, and to the trustees and faculties of our colleges and universities to develop the support and the educational effectiveness needed to bring our educational system more abreast of today's needs.

In an effort which is so critical to the national interest and to national security, however, the Federal Government can and should play a constructive role. This role should be one of encouragement and assistance to the States and communities and higher educational institutions as they strive to meet certain critical national needs.

There is ample precedent for such action. For example, as early as 1862, the Federal Government acted to meet a national need in education by providing aid to land-grant colleges. During World War I, Congress recognized a great national need for more agricultural and mechanical training by enacting the vocational education program. With Federal support and encouragement, the States and communities greatly strengthened their own educational activities in these fields. This program over the years has contributed greatly to individual opportunity and to national strength.

In much the same way, H. R. 13247 is designed to help our educational system meet the grave challenge of our time. Although the bill embraces a variety of approaches, its central purpose is to encourage improvement in the quality of education particularly with respect to those aspects which are most important now to national defense.

One of the greatest needs in American education today is a new esteem for scholarship, a new respect for the crucial importance of education. These intangible objectives cannot be assured, of course, by any governmental decree or action—they result only from a sense of values developed within the people. The committee believes, however, that the proposed legislation, through which the Federal Government would give recognition and support to basic scholastic achievement, would help develop in this country new incentives and encouragement, and new prestige, for academic accomplishment. The committee believes the enactment of this legislation will help to develop a better atmosphere for emphasis on good academic education.

A number of provisions in the bill are aimed specifically at reducing the waste of needed talent which results when students with great

potential ability drop out of school or college too soon. Several other provisions are designed to encourage an improvement and expansion in the teaching of science, mathematics, and modern foreign languages. Another provision recognizes the need for more college teachers to prepare future scientists, teachers, and leaders in many fields.

Although our national security is handicapped by shortages of highly trained persons in all fields of endeavor, many thousands of young people with high ability drop out of high school before graduation or fail to attend college subsequent to graduation. This is a loss not only to these young people, but to the Nation as a whole. The bill provides grants to support improved State and local programs of counseling, guidance, and testing to help identify able students and encourage them to remain in school and achieve their optimum of performance based on their intelligence and aptitude. The bill also provides a limited scholarship program as a major incentive to able students, and to help assure that those identified as having great ability will not be denied educational advancement because of lack of funds. Further, a program of loans to college and university students is provided to help students who need financial assistance to continue and complete their education.

It is exceedingly important to maintain a balanced program of instruction in all fields. The committee does not desire that one field of training be developed at the expense of another. It is evident, however, that many of our elementary and secondary schools today are not providing instruction in science, mathematics, and modern foreign languages of sufficient quality or quantity to meet today's increasing needs in these fields. Serious shortages of equipment in all three fields exist. H. R. 13247 provides financial assistance to States for use by local school systems in improving equipment and materials in the fields of science, mathematics, and modern foreign languages, both in quality and in quantity. Grants also are provided to assist State departments of education in expanding their professional services to local schools in these subjects. In addition to grants to the States, the legislation authorizes the establishment of institutes for teachers to improve the quality of instruction of modern foreign languages in the elementary schools, the secondary schools, and the colleges and universities. Language institutes and area study centers would also be established to provide training in the so-called "rare" languages, many of which are not now taught in the United States, but which are spoken by many millions of people and are essential to the conduct of our economic, cultural, and political relations with other peoples. Grants for basic research in improved instruction and newer methods and materials in the teaching of modern foreign languages are also provided.

Serious shortages of faculty members already exist in colleges and universities; yet, enrollments are expected to double by 1970. H. R. 13247 proposes to assist in resolving this problem by awarding fellowships to students who intend to complete advanced graduate education and enter college teaching as a profession. In order to encourage the expansion of facilities to train these additional graduate students the bill authorizes cost-of-education payments to institutions of higher education on behalf of students attending graduate schools on fellowships financed under title VI of this bill.

The progress of education depends in no small measure upon accurate information concerning the development of our educational system. Nationwide data on our schools is reported to the Office of Education by State educational agencies. These agencies frequently find it difficult, if not impossible, to provide nationally needed statistical information on a current basis. This legislation provides direct assistance to State departments of education to enable them to meet more fully and quickly the requirements which are placed upon them for furnishing adequate educational statistics.

The members of the committee believe that the bill offers an effective approach to those critical areas of shortage and neglect which now carry highest priority in the national interest—in the teaching of science, mathematics, and modern foreign languages. The committee believes, too, that the related sequence of programs in testing, counseling, scholarships, loans, and fellowships—to identify, encourage, and assist the ablest students who need help—will be of great value in the continuing effort to conserve and develop the critically needed human resources of our country.

In the development of this legislation, the committee members have sought to preserve the fundamental principle that education in our country is a State and local responsibility. States and institutions of higher education retain basic responsibility for planning and administering the programs authorized in the bill.

ESTIMATED COST OF THE PROGRAM

The estimated cost of the bill is approximately \$840 million for the basic 4-year period, and an additional \$230 million during the next 3 years as the program is phased out on an annually reduced level. The following table indicates the estimated cost for each title for each fiscal year:

Estimated cost, H. R. 13247

	Fiscal year 1959	Fiscal year 1960	Fiscal year 1961	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Title II--National Defense Scholarships	\$17,500,000	\$35,000,000	\$52,500,000	\$70,000,000	\$82,500,000	\$85,000,000	\$17,500,000	(c)
Title III--Loans to Students in Institutions of Higher Education	3,500,000	3,500,000	3,500,000	3,500,000	2,750,000	2,750,000	2,750,000	
Title IV--Grants to States for Strengthening Science, Mathematics, and Modern Foreign Language Instruction in Public Schools	40,000,000	60,000,000	60,000,000	60,000,000	45,000,000	30,000,000	15,000,000	\$5,000,000
Title V--Language Development	65,000,000	65,000,000	65,000,000	65,000,000				
Title VI--Expansion of Graduate Education	2,150,000	3,200,000	4,415,700	3,899,900				
Title VII--Guidance, Counseling, Testing, Identification and Encouragement of Able Students	4,800,000	12,200,000	19,900,000	22,500,000	15,300,000	7,500,000		
Title VIII--Research and Experimentation on More Effective Utilization of Television, Radio, Motion Pictures, and Related Mediums for Educational Purposes	21,000,000	21,000,000	21,000,000	21,000,000				
Title IX--Improvement of Statistical Services of State Educational Agencies	2,000,000	2,000,000	2,000,000	2,000,000				
	1,000,000	1,500,000	2,000,000	2,000,000				
Total	158,950,000	203,409,700	230,315,700	249,899,900	115,550,000	75,550,000	35,250,000	5,000,000

¹ Students in 5-year baccalaureate programs who are awarded fellowships in fiscal year 1962 will be entitled to occupy these fellowships in 1966. No estimate can be provided at this time.

Note.--Federal administrative costs will approximate \$3,100,000 in fiscal year 1959 and \$3,600,000 in fiscal year 1960.

TITLE I—GENERAL PROVISIONS

This title contains a statement of findings and declaration of policy, a section prohibiting Federal control of education, and definitions of terms used throughout the bill.

TITLE II—NATIONAL DEFENSE SCHOLARSHIPS

Description of the program

This title authorizes the appropriation of \$17.5 million for the fiscal year ending June 30, 1959, and for each of 3 succeeding fiscal years, to provide new scholarships to qualified high school graduates who have been selected by State scholarship commissions. There is also authorized to be appropriated for the fiscal year ending June 30, 1960, and for each of the 6 succeeding fiscal years, such sums as would be necessary for making payments to individuals previously awarded national defense scholarships. Scholarship recipients will be paid at least \$500 during each academic year, but not to exceed 4 academic years or, subject to regulations of the Commissioner, such longer periods as are normally required to complete the undergraduate curriculum pursued. A scholarship recipient who is determined by the State commission to need additional financial assistance could be paid an additional amount as determined by the State commission, but not to exceed an additional \$500 for each academic year.

Based upon an estimated average scholarship stipend of \$750, approximately 23,000 scholarships will be awarded in each of the first 4 years. The approximate number of students attending colleges or universities under this scholarship program for each year will be as follows: 1958-59, 23,000; 1959-60, 46,000; 1960-61, 69,000; 1961-62, 92,000; 1962-63, 69,000; 1963-64, 46,000; 1964-65, 23,000.

National defense scholarship recipients will be selected by the State commissions on the basis of objective tests and other measures of aptitude and ability to pursue a course of higher education, with special consideration given to applicants with "superior capacity or preparation in science, mathematics or a modern foreign language." Students will be completely free to select their own course of study and to choose their own college or university.

The appropriations will be allotted among the States on the basis of relative college-age population (18-21 inclusive) as determined by the most recent estimate from the Department of Commerce. Each year the Commissioner will also allot to each State the amount needed for continuing to make payments for scholarships awarded in previous years and for new scholarships to be awarded during that year. In each fiscal year, the Commissioner of Education shall reserve a sum not to exceed 2 percent of the authorized appropriation for the allotment of scholarships to the Territories and possessions of the United States according to their respective needs.

A State desiring to participate in the program must establish a State commission on scholarships or designate an existing State agency to serve as the commission. The scholarship commission is required to submit to the Commissioner a State plan for the administration of the scholarship program. The Commissioner shall approve this plan if it complies with requirements specified in the act. The adminis-

trative expenses of the State commissions, including the cost of the preparation of the State plan, will be paid by the Commissioner.

The basic objective of this title is to create additional incentives for students in high school to work harder on academic subjects and to prepare for college training. Recognition by the Federal Government of the importance of scholastic attainment in the form of scholarships to be earned on a competitive basis in itself should stimulate a stronger incentive on the part of more of our able students to continue their education beyond the high-school level.

TITLE III—LOANS TO STUDENTS IN INSTITUTIONS OF HIGHER EDUCATION

Description of the program

This title provides for Federal contributions to the capital of student loan funds to be administered by institutions of higher education. These funds will be used for long-term, low-interest loans to undergraduate and graduate students to enable them to continue their higher education. The Federal contribution will be a maximum of 80 percent of the capital funds and the institutional contribution a minimum of 20 percent, but the maximum Federal contribution to a single institution for any fiscal year is \$250,000. The program also provides for an institution to obtain Federal loans to finance its own capital share of the student loan fund.

Each loan program established at institutions of higher education upon their own application will be administered by the college or university in practically the same way that existing loan programs are administered at the present time. This procedure utilizes present machinery and also places the administration of the funds closer to the students who may need and apply for loans.

Loans to college students cannot exceed \$1,000 for a single academic year nor a total of \$5,000 to any one student. Loans will be made available to students who need them in order to continue their course of study subject to agreements entered into by colleges and universities and the Commissioner. The student will pay interest on the unpaid balance of his loan at 2 percent a year while in college and for the next year after he leaves school, and 4 percent a year for the next 10 years, during which time the loan must be paid off by the student. The student might, however, repay all or any part of his loan in less time than 10 years. Liability for repayment will be canceled upon death or permanent and total disability of the borrower.

Background

Based upon the returns of 1,746 colleges and universities in the Office of Education study of institutional student financial aid, 179 institutions (10.3 percent) reported no student aid in any form, i. e., no programs of undergraduate scholarships, graduate fellowships, student loans or employment. Among the colleges which submitted data concerning their programs, 704 (47.7 percent) lacked loan resources. It is estimated that this group of 883 colleges and universities which reported no available loan funds, enrolled approximately 30 percent of the Nation's total full-time college enrollment.

In recent months a number of colleges and universities have experienced a substantial increase in requests for loans as is indicated by

the following statement of December 10, 1957, from the University of Michigan News Service:

Demand for student loans at the University of Michigan is mounting at a recordbreaking rate. Loans approved since July 1 have jumped 45 percent over the corresponding period a year ago. This comes on top of a 40-percent increase in loans made during the year 1956-57 over the previous year 1955-56.

This report also included a canvass of the financial aid officers of Dartmouth, Indiana, Iowa State College, Purdue, State University of Iowa, the Universities of Colorado and Washington, and Wayne State University which revealed a similar situation with respect to applications for loans.

With respect to the demand for loans, George B. Risty, director of student financial aid, University of Minnesota, at the hearings before the subcommittee of the House Committee on Education and Labor at Eau Claire, Wis., October 28, 1957, stated in part as follows:

In these years we have always had much greater demand for loan funds than we have for scholarships. Maybe it is because we lack some of the scholarship money and therefore we aren't able to help as many * * *. We have granted more loans than we have scholarships in all the years I have been there * * *. We are running through approximately 100 and some loans a week and it will run some over \$300,000 in this academic year.

Objectives

Effective use of larger loan fund resources will be a valuable supplement to other forms of student financial assistance and could materially reduce the serious problem of student dropouts.

The proposed Federal loan program will materially assist institutions of higher education to retain their more competent students who need financial assistance in order to continue their studies.

Based upon an average loan of \$600 per student, in the first year of the program approximately 83,000 students would receive assistance under this program, and during each of the next 3 years approximately 125,000 students would receive assistance under the program. Thereafter the program would be phased out until its termination on June 30, 1966.

These figures represent a considerable increase in the number of students who should be retained in colleges and universities with assistance provided under this title.

TITLE IV—GRANTS TO STATES FOR STRENGTHENING SCIENCE, MATHEMATICS, AND MODERN FOREIGN LANGUAGE INSTRUCTION IN PUBLIC SCHOOLS

Description of program

This title authorizes grants to the States to assist over a period of 4 fiscal years in establishing and maintaining a 2-part program for strengthening science, mathematics, and modern foreign language instruction in public schools, both administered in accordance with a single State plan for accomplishing the purposes of the program.

First, there is authorized the appropriation of \$60 million for the fiscal year ending June 30, 1959, and for each of the 3 succeeding fiscal years for payments to State educational agencies for the acquisition of special equipment suitable for use in providing education in science, mathematics, and modern foreign languages in the public elementary and secondary schools of the State, and for minor remodeling of laboratory or other space used for such equipment.

Secondly, there is authorized the appropriation of \$5 million for each of the 4 years for payments to State educational agencies for the expansion or improvement of State supervision and related services in the fields of science, mathematics, and modern foreign language instruction, and for the administration of the State plan.

The amounts appropriated for the acquisition of equipment and the remodeling of space will be allotted to the States on the basis of a formula reflecting relative school-age populations of the States and the relative income per school-age child. The sums appropriated to strengthen State supervision and leadership in these subjects and for the administration of the State plan will be allotted to the States on the basis of school-age population, but in no case will be less than \$20,000 for any State for any fiscal year. In each instance not in excess of 2 percent of the appropriated amounts for each year will be reserved by the Commissioner to make payments to the Territories and possessions of the United States, according to their needs, for the purposes of this program. The States' allotment for the acquisition of equipment and remodeling of space will be used to pay one-half of the expenditure for projects approved, and the States' allotment for supervisory and administrative services will likewise be used to pay one-half of the amount expended by the States, except during the first year of the program the Commissioner will pay for the full amount of the State expenditures for supervisory and administrative services.

Any State which desires to receive payments under this title is required to submit to the Commissioner of Education its State plan setting forth principally (1) a program under which funds paid to the State from its allotment will be expended solely for local elementary and secondary school projects for acquisition of laboratory and other special equipment, including audiovisual materials and equipment and printed materials (other than textbooks), suitable for use in providing education in science, mathematics, or modern foreign languages, and for minor remodeling of laboratory and other space used for such materials or equipment; (2) principles for determining the priority of such projects in the State for assistance under this title and provides for undertaking such projects, insofar as financial resources available therefor make possible, in the order determined by the application of such principles; (3) the establishment of standards on a State level for laboratory and other special equipment acquired with assistance furnished under this title; (4) a program under which funds paid to the State from its allotment will be expended for (a) expansion or improvement of State supervisory and related programs in the fields of science, mathematics, and modern foreign languages, and (b) administration of the State plan; and (5) provisions for administration of the program by the State educational agency, for necessary reports to the Commissioner, and for suitable fiscal control and accounting.

The Commissioner must approve any State plan and any modification thereof which complies with the provisions of the act.

Background

There is no question as to the need for strengthening and expanding the teaching of mathematics, science, and modern foreign languages in our elementary and secondary schools. The vital importance of these subjects to our national defense and to the conduct of our foreign economic, cultural, and diplomatic relations is inescapable. Instruction in these subjects—utilizing modern techniques and equipment—must be adequate at the elementary and secondary school level if we are to produce the educated people our Nation needs in the years ahead. The plain cold fact is that these subjects are neglected ones in all too many of our schools today.

Subcommittee hearings revealed that during recent years most school districts throughout the country have been pressed with problems caused by increased enrollments, such as financing new construction and obtaining sufficient teaching personnel. As a result needs for adequate laboratory facilities, equipment and other teaching aids have been neglected. This, of course, has in many instances interfered with effective teaching in science, mathematics, and foreign languages.

There is need for modern laboratory equipment including audio-visual materials and equipment such as motion pictures, slides, filmstrips, transparencies, disk and tape recordings, still pictures, models, globes, charts, and maps in elementary and secondary schools if instruction and learning is to be improved.

Although there have been slight increases recently in the numbers of pupils studying science, analyses of program trends indicate a decreasing emphasis on laboratory experimentation by pupils. Steps must be taken to reverse this trend if theory and new knowledge is to be related to practice.

A survey for the school year 1957-58 revealed that only 60 high schools have electronic laboratory equipment for drill in hearing and speaking the foreign languages offered. Such equipment should be as much a part of a good school as the typing room, machine shop, or home economics room. An essential objective in foreign language study is a high level of competence in understanding the spoken language and in speaking. The conventional classroom does not provide adequately for the systematic oral practice which is indispensable in learning to speak a second language. Schools which have used electronic equipment for developing aural-oral skills report unanimously and enthusiastically in favor of the language laboratory.

Although adequate State leadership and supervisory service is widely recognized as vital to the development, maintenance and improvement of sound classroom instruction, only 2 States have full-time supervisors in mathematics; 6 States have full-time supervisors in mathematics and science; and only 2 States have supervisors in foreign language instruction.

Objectives

Under this title and dependent upon the determinations which are made by the State education agencies in developing their respective State plans, it is estimated that \$175 would be available for mathe-

mathematics and science equipment and related teaching facilities in each of 706,000 classrooms during the 4-year life of the legislation.

It is further estimated that during the same period, 10,000 classrooms could each be equipped with electronic equipment, tapes, and disks valued at \$500 for modern foreign language instruction.

In the area of science, it is estimated that 6,000 new and fully equipped general-science laboratories, 6,000 new biology laboratories, 1,500 new chemistry laboratories, and 1,200 new physics laboratories could be installed. During the same period, some 60,000 existing laboratories could be modernized by improving and extending laboratory equipment.

The States could also expend an average of \$25,000 each for science films and other audiovisual aids to be used in elementary and secondary schools, 22,000 public schools could receive funds for improving their reference libraries in mathematics, science, and modern foreign languages, and an estimated 10,000 schools could receive varying amounts of money for mathematics teaching aids.

These accomplishments would go far toward meeting the needs of State and local school systems—as determined by them—in providing sound instruction in mathematics, science, and modern foreign languages.

TITLE V—FOREIGN LANGUAGE DEVELOPMENT

Description of the program

This title authorizes the Commissioner of Education to arrange, through contracts, with institutions of higher education for the operation by them of short-term or regular session institutes for advanced training in teaching modern foreign languages. This training is for teachers in elementary and secondary schools and higher education institutions. The contracts will be for summer institutes and for academic year institutes and will cover all or any part of the cost of the institutes as the Commissioner determines to be necessary. The Commissioner is also authorized to pay stipends to persons attending the institutes, including allowances for dependents and for travel to and from places of residence.

The Commissioner will also contract with institutions of higher education for the establishment and operation by them of centers for instruction in languages now rarely taught in the United States and for instruction in other fields to provide a full understanding of the areas in which such languages are commonly spoken. He will determine the languages in which individuals should be trained in relation to the needs of the Federal Government or by business, industry, or education in the United States. The contracts will cover not more than 50 percent of the cost of establishing and operating a center. The Commissioner is also authorized to pay stipends to individuals taking training in foreign languages and with respect to which a center could be established, and the cost of travel in connection therewith of such persons and their dependents.

Institutions desiring to establish foreign language institutes and foreign language and area studies centers will submit to the Commissioner of Education applications, on prescribed forms, setting forth their plans in detail. Those plans that meet the requirements of the law and established regulations will be approved for financial assist-

ance insofar as funds are available. The Commissioner will then contract with the institution to provide the instruction.

The Commissioner is also authorized, directly or by contract, to make studies and surveys to determine the need for increased or improved instruction in modern foreign languages and area studies, conduct research on methods of teaching the languages and related studies, and develop specialized materials for use in such training.

Background

As a Nation we are not prepared linguistically to exercise the full force of our leadership in the building of a peaceful world. Some 3 million Americans, including members of the Armed Forces and their dependents, are reported to be living, traveling, and working overseas each year. Few Americans available for overseas assignments have had any foreign language training. Most Americans who do study foreign languages start too late and stop too soon to become proficient in the use of the language.

Of the 24 languages of the world each spoken natively by more than 20 million persons, only Spanish and French are studied by any appreciable proportion of American high-school students. Of the total enrollment in grades 9 through 12 in the school year 1954-55, 7.3 percent of the students were enrolled in Spanish and 5.6 percent in French. Over half of our high schools offer no modern foreign languages at all, although many of these are, of course, the smaller schools.

On the basis of the latest available data (1954-55), less than 15 percent of the public high-school population was studying any modern foreign language. It is estimated that not more than 15 percent of the 3 million students enrolled in our colleges and universities are studying foreign languages. Although a movement is underway to encourage the teaching of modern foreign languages in the elementary schools, and while some progress is being made, it is estimated that less than 1 percent of the current elementary school enrollment is receiving training in foreign languages.

America can ill afford to let this situation continue. The U. S. S. R. is moving ahead rapidly in language instruction, and its emissaries to foreign nations are able to speak the languages of these nations. This is in marked contrast with the competence of most Americans in similar situations.

The number of college graduates prepared to teach who have majored in a foreign language declined from 2,193 in 1950 to 1,525 in 1957, a decline of about 30 percent. The national supply of new high-school teachers of foreign languages was reported as 25 percent short of the demand in 1956.

A number of foreign languages spoken by millions of people, such as Chinese, Arabic, Hindi, Farsi, Indonesian, and Swahili, are taught in only a very few centers in the United States. Today there are probably not more than 25 institutions of higher education in the Nation that are suitable for the establishment of either foreign language institutes or foreign language area studies centers.

Great advances have been made in recent years in the development of various electronic devices for language instruction. These need to be evaluated and continuous research and development are essential to reach new levels of efficiency in language instruction.

Objectives

This title of the bill will assist in extending and improving the instruction in foreign language in the United States. The foreign language institutes will improve both the knowledge and skill of the teachers of foreign languages in the elementary and secondary schools and the colleges and universities. It will help to emphasize competence in speaking those languages, and it will encourage the wider teaching of foreign languages at all levels of instruction. This title will also provide the means of preparing more Americans to conduct governmental, business, and cultural relations in an effective way. The language and area studies centers will play a significant role in developing a greater number of our citizens to represent effectively our varied interests in those countries of the world which speak languages that are rarely taught in the United States.

It is estimated that in fiscal year 1959, 8 summer institutes and 5 academic year institutes in foreign languages will be established and that stipends will be paid to 235 summer students and 250 academic year students. In succeeding years the number of institutes and the persons attending them will be increased to meet the need and demand for foreign language instruction. It is also estimated that during the year 6 foreign language training and area studies centers will be established and that stipends will be paid to 180 students. In succeeding years the number of centers will be approximately doubled and the number of persons in attendance will be substantially increased.

TITLE VI—EXPANSION OF GRADUATE EDUCATION

Description of the program

The purpose of the title for the expansion of graduate education is to provide additional fellowships in the graduate schools of institutions of higher education for those individuals who are principally interested in teaching in colleges and universities. The expressed aim of the program is, in addition, to "further the objective of increasing the facilities available in the Nation for the graduate training of college or university level teachers and of promoting a wider geographical distribution of such facilities throughout the Nation * * *." The program provides for the award of 1,000 fellowships for the first year and 1,500 for each of the 3 succeeding years. Fellowships can be retained for 2 years following the initial year of award.

Fellowship holders will receive a stipend of \$2,000 for the first academic year of study following the baccalaureate degree, \$2,200 for the second such year and \$2,400 for the third such year. An additional amount of \$400 for each such year will be awarded for each dependent of the fellowship holder.

Fellowships are to be awarded by the graduate schools of universities following approval of the Commissioner of Education based upon a finding that the graduate program of the university has been expanded or is a new program. On the basis of such finding, the Commissioner shall pay to the institution the sum of not less than \$500 or not more than \$2,500 per academic year which is determined by the Commissioner to constitute that portion of the cost of a new graduate program or the expansion of an existing graduate program which is reasonably

attributable to each fellowship authorized to be awarded by the approved institution.

Holders of fellowships will be required to maintain satisfactory academic standing and to devote essentially full time to study or research in the field in which the fellowship is awarded. Fellowship holders will not be permitted to engage in gainful employment other than part-time employment by the institution in teaching, research, or similar activity.

Background

One great need of the Nation is to increase the number of highly trained persons produced by the graduate schools of our universities. There is a special need to increase the number of graduates who will teach in the colleges and universities since today the number of persons with the degree of doctor of philosophy (the standard degree for college teachers) who enter teaching is decreasing. For example, a recent study found that among 829 colleges and universities in 1956 a total of 1,196 teaching positions remained unfilled. In 1953-54, 40 percent of all college teachers held doctoral degrees, but in this same year only 31 percent of new college teachers had such degrees. Three years later the latter figure had dropped to 23 percent, which represented a serious loss.

According to the President's Committee on Education Beyond the High School, no more than 5,000 of the 9,000 persons receiving doctoral degrees annually enter into college teaching as a career, and of these a considerable number are already engaged in teaching before receiving their doctorate. The President's Committee further expressed the view that "the cumulative deficit at the doctoral level is an alarming prospect." The President's Committee has estimated that from 15,000 to 22,500 new faculty members will be needed per year during the next 12 to 15 years.

Only some 160 institutions of higher education confer earned doctoral degrees. About 60 confer fewer than 10 degrees each and between 25 and 30 award more than 100 each. Thus, about 75 institutions conferring between 10 and 100 degrees provide a considerable potential for increasing the output of graduate doctoral degrees. With some financial assistance to these institutions and financial aid to graduate students, graduate education will be materially expanded.

Objectives

The number of fellowships awarded will be: 1,000 in fiscal year 1959; 1,500 in fiscal year 1960; 1,500 in fiscal year 1961; and 1,500 in fiscal year 1962. The number of additional persons receiving graduate training should be approximately 5,500 within the period of the program. After the graduation of the initial 1,000 fellows, 1,500 fellows will complete graduate courses each year.

TITLE VII—GUIDANCE, COUNSELING, TESTING; IDENTIFICATION AND ENCOURAGEMENT OF ABLE STUDENTS

Description of the program

The program authorized by title VII is twofold. Appropriations of \$15 million for each of four succeeding fiscal years are authorized for grants to the States to enable the State educational agency in accordance with a State plan, to establish, maintain, and improve

programs of testing, counseling, and guidance in the secondary schools of the State. The Federal grants, allotted to the States on the basis of relative school-age populations, will equal the full cost of the State's programs for the first year and 50 percent of the cost of the programs for each of the three succeeding years. No State's allotment will be less than \$20,000 for any fiscal year. Not in excess of 2 percent of the total appropriation will be reserved by the Commissioner for the use of Territories and possessions for these purposes.

There is also authorized the appropriation of \$6 million for each of the 4 fiscal years to enable the Commissioner of Education to arrange, through contracts with institutions of higher education, for the establishment and operation of summer and regular session institutes for the training and upgrading of secondary school counseling and guidance personnel—with emphasis to be placed on the counseling and guidance of gifted students. The Commissioner is authorized to pay stipends to eligible public school personnel attending such institutes.

1. *State programs.*—Each State which desires to receive funds will submit a plan setting forth how the funds will be used to increase the effectiveness of testing, counseling, and guidance activities within the State. Since needs will vary from State to State, variation in plans is to be expected, but all will be geared to provide better testing, counseling, and guidance services for all secondary school students and particularly for the more able students.

Some possible utilization of the funds appropriated to States will be: (a) employing additional personnel at the State department of education level to increase the effectiveness of the services that can be provided to local school systems in testing, counseling, and guidance activities; and (b) making funds available to local school systems for employing personnel in the testing, counseling, and guidance programs.

2. *Institutes.*—Institutions of higher education with programs for the training of testing, counseling, and guidance personnel will be invited to submit a plan for the operation of the institutes. Taking geographical needs into account, those institutions best equipped and most proficient to perform the training mission will be selected.

Enrollees for the institutes will be selected from persons employed or to be employed in full- or part-time guidance and counseling capacities in public school systems. The selection and number of persons to attend each institute will be determined by the institution of higher education operating the institute. However, it is expected that appropriate measures will be employed to assure that the personnel needs, to the extent possible, for all States will be met.

Funds will be used to—

- (a) Defray the cost of additional administrative, teaching, and clerical personnel.
- (b) Cover the cost of additional supplies and equipment needed for the operation of the institutes.
- (c) Pay stipends to eligible institute enrollees and dependents.

Background

It is a well known fact that we have in this Nation a serious loss of talent because many students who could benefit by further education drop out of school short of reaching their optimum level of achievement. Even more disturbing is the waste which occurs among the

more able students. Approximately one-half of all high ability students fail to complete a level of educational attainment commensurate with their abilities. It is also known that adequate testing, counseling, and guidance can make significant contributions to the identification and educational development of all high school students, but particularly those in the more able category.

It is estimated that not more than one-half of the high-school students in the Nation are provided with the services of a well-rounded counseling program. Contributing to this situation is a severe shortage of qualified guidance personnel. While there is wide variation from school to school and from State to State in the distribution of counseling personnel employed, in the extent of counselor preparation, and in the number of students which each counselor must serve, altogether the Nation's schools now employ approximately 26,000 counselors, including both full-time and part-time personnel. However, in terms of full-time equivalents, there are only approximately 11,000. The best current estimates put the need at approximately 15,000 additional counselors in the public high schools alone, if these services are to be provided on an adequate basis.

A total of 41 States employ some personnel charged with counseling and guidance responsibilities. However, the State departments at this time generally are not staffed sufficiently to provide the professional leadership, consultative services, research, and publications which are required to promote the necessary expansion and improvement of guidance services in the local schools. The 41 State programs employ a total of only 63 persons, counting both full-time and part-time personnel, who are responsible for giving professional leadership for these services.

Objectives

Title VII should assist materially in achieving the following results:

- (a) Providing at least a minimum testing program in all States for all public secondary school students at two or more grade levels.
- (b) Providing, at the State department of education level, for approximately 450 new professional positions (distributed among the States) for administration and supervision in this field.
- (c) Enabling all State departments of education to sponsor special in-service training workshops for key persons in counseling and guidance.
- (d) Providing at the local school level for approximately 2,000 new positions in counseling and guidance.
- (e) Providing for approximately 60 institutes in guidance and counseling annually and training (1) 735 persons per year for 1 year, (2) 1,000 persons per year for 6 weeks, and (3) 620 persons per year for 3 weeks.

TITLE VIII.—RESEARCH AND EXPERIMENTATION IN MORE EFFECTIVE UTILIZATION OF TELEVISION, RADIO, MOTION PICTURES AND RELATED MEDIA FOR EDUCATIONAL PURPOSES

Description of the program

The program contemplates that the Commissioner, either through grants or contracts, shall make studies and surveys to determine the need for increased or improved utilization of communications media

for educational purposes and shall conduct research demonstrations and experiments in the use of such media and in the use of new media of communication. The Commissioner shall further evaluate and publish reports concerning the effectiveness of such media and may prepare and publish abstracts and catalogs of materials available for teaching purposes.

The foregoing activities will be utilized as a basis for providing upon request advice, counsel, and technical assistance to State or local educational agencies and institutions of higher education undertaking to utilize such media of communications in providing education.

It is expected that the program of research studies and demonstrations authorized herein shall be conducted by the Commissioner in a manner similar to the administration of programs of research surveys and demonstrations authorized by Public Law 531, 83d Congress.

Background

The need for this title is emphasized by the fact that, as a result of the vast increases in man's knowledge and the growing complexity of modern life, education has become one of the major concerns in the world today, and it represents perhaps the greatest hope of mankind for a better life. Every citizen is concerned with the improvement of education, either directly or indirectly. The use of mass media for education is one avenue for such improvement which merits further exploration. It is possible that television, radio, motion pictures, and other media can be developed as modern tools for education much as the microscope, the telescope, and the cyclotron have been developed into the marvelously complex and efficient tools of modern science.

However, before it is assumed that these mediums can be used as educational tools, there is need for extensive and careful experimentation to determine how effective they are and how they may best be utilized. Under the program the Office of Education will be in a position to assess the technical advances which have been made in the use of mass media and determine how these advances may best be utilized for educational purposes. This will include (1) an examination of the different types of content or subject matter which may be most suitable for such presentation, (2) the methods which may be adapted for teaching via TV or radio, (3) an exploration of the quality of education as presented through the mass mediums compared with direct teaching, and (4) some assessment of the effectiveness of mass mediums as compared with present practices in communicating educational information to the general public.

Objectives

The program should result in an overall attack on the problem of utilizing mass mediums in the educational process. First of all, it will provide an evaluation of what has already been accomplished through the efforts of the numerous public and private agencies which have pioneered in this work. Second, it will identify the directions which seem most likely to prove fruitful in future study and experimentation. Third, and most important of all, it will produce scientific evidence about the efficacy of utilizing mass mediums in education for the use of all those concerned with education—both professionally and as citizens—and for making plans for the further development of our educational system.

TITLE IX—MISCELLANEOUS PROVISIONS

This title contains various miscellaneous provisions covering method of payments, allotments to Territories and possessions, advisory committees, and judicial review. The only program authorized in this title is set forth in section 902.

Description of the program

Under section 902 the Commissioner of Education will, upon submission of a State plan, make grants to the States for the purpose of assisting the States to improve and strengthen the adequacy and reliability of educational statistics and the methods and techniques for collecting and processing educational data and disseminating information about the condition and progress of education in the States. The grants cover one-half the cost of State educational agency programs carried out under the State plan, but cannot exceed \$50,000 in any State for any of the 4 fiscal years beginning with the fiscal year ending June 30, 1959.

The State plan must set forth the new, additional, or expanded programs proposed to meet its needs and provide the general overall pattern that a State will follow in improving the statistical services of its State educational agency. The purposes of programs outlined in the State plan may include (1) improving the collection, analysis, and reporting of statistical data supplied by local educational units, (2) the development of accounting and reporting manuals to serve as guides for local educational units, (3) the conduct of conferences and training for personnel of local educational units and periodic reviews and evaluation of the program for records and reports, (4) improving methods for obtaining, from other State agencies within the State, educational data not collected by the State educational agency, or (5) expediting the processing and reporting of statistical data through installation and operation of mechanical equipment.

Background

It is extremely important to private citizens, organizations, educators, and to officials at every level of government who are working to improve the quality of education in the United States that they have adequate, reliable, and timely information concerning American education. The demands for information to show the condition and progress, the strengths and the weaknesses, of education throughout the Nation are continually expanding, and have become increasingly urgent as the vital importance of our educational system to the national defense and security is better appreciated.

In its second report to the President, of July 22, 1957, the President's Committee on Education Beyond the High School reported that:

We have been struck above all else by the astounding lack of accurate, consistent, and up-to-date facts, and by how little this Nation knows about its enormously vital and expensive educational enterprise in contrast to how much it knows, in great detail, about agriculture, industry, labor, banking and other areas. * * * Until the gross deficiencies in educational reporting are remedied, all advisory work, all research, all educational planning throughout the country

and all efforts by individual States, communities, and institutions to devise effective actions will be severely handicapped.

In considering proposals for remedying this situation, the Committee recognized that State educational agencies occupy a key spot in the total picture. The United States Office of Education, which is charged with the responsibility for compiling information and data on American education and disseminating it broadly across the Nation, relies heavily upon State educational agencies for necessary data. At the same time, heavy demands for information are made by agencies, organizations, and individuals within the States. Shortages of staff and suitable equipment in State educational agencies make it impossible for them to keep abreast of these constant State and national demands which are made on them for educational data. The program of Federal assistance authorized by section 902 should go far toward improving this situation and insuring that our needs for information are met.

Objectives

Briefly stated, the following results may be expected from the program:

(a) United States Office of Education requests for data could be handled more promptly and obtain more widespread coverage than is now possible.

(b) Educational information will be made available on a speeded-up schedule to meet local, State, and national demands for more current data.

(c) The quality of educational information dealing with finance, property, and personnel will be improved throughout the Nation.

(d) Responsible officials at all levels of Government and the public will have facts not now available on which to base decisions regarding the educational program.

(e) The quantity of educational information could be adjusted to demands for data instead of being dependent, as it now is, largely upon inadequate personnel or facilities for collecting or processing.

(f) Research which has been hampered or prevented by lack of adequate educational data could be conducted.

(g) The comparability of educational information will be improved throughout the country so that such terms as school costs, school building costs, and number of teachers will have a more uniform meaning.

Allocations under H. R. 13247, fiscal year ending June 30, 1959

Region and State	Title II— National defense scholarships	Title III— Loans to students in institutions of higher education	Title IV—Grants for strengthening science, mathematics, and mod- ern foreign language in- struction in public schools		Title VII, pt. A— Guidance, counseling, testing, iden- tification, and encour- agement of able students
			Part relating to \$60,000,000 for acqui- sition of equipment	Part relating to the ex- pansion or improve- ment of supervision	
(1)	(2)	(3)	(4)	(5)	(6)
Aggregate United States....	\$17,500,000	\$40,000,000	\$60,000,000	\$5,000,000	\$15,000,000
Continental United States....	17,150,000	39,867,233	58,800,000	4,900,000	14,700,000
Northeast:					
Connecticut.....	188,655	554,738	482,574	59,077	178,990
Maine.....	103,172	152,390	396,130	27,344	82,845
Massachusetts.....	421,529	1,664,595	1,177,261	126,308	382,682
New Hampshire.....	53,059	164,365	199,479	20,000	47,503
New Jersey.....	474,688	716,818	1,181,350	144,620	438,165
New York.....	1,376,598	4,156,280	3,347,387	409,778	1,241,532
Pennsylvania.....	1,117,195	2,361,279	3,367,533	299,023	905,972
Rhode Island.....	70,746	211,701	225,086	21,825	66,124
Vermont.....	41,269	133,440	165,387	20,000	33,822
North Central:					
Illinois.....	884,324	2,038,119	2,107,170	254,748	771,824
Indiana.....	456,902	1,162,382	1,573,544	129,443	392,182
Iowa.....	300,670	759,806	1,096,658	79,648	241,314
Kansas.....	209,291	650,052	780,424	59,454	180,130
Michigan.....	792,945	1,704,121	2,413,606	223,767	677,959
Minnesota.....	338,990	900,997	1,323,404	97,083	294,137
Missouri.....	421,529	947,119	1,339,174	113,765	344,680
Nebraska.....	153,282	381,751	549,220	40,188	121,607
North Dakota.....	79,589	168,326	336,123	20,570	62,324
Ohio.....	893,167	1,826,092	2,677,642	257,005	778,664
South Dakota.....	79,589	182,500	345,745	21,198	64,224
Wisconsin.....	400,893	903,081	1,413,476	110,253	334,039
South:					
Alabama.....	421,529	590,836	1,742,098	106,615	323,018
Arkansas.....	235,821	817,020	959,184	58,701	177,850
Delaware.....	41,269	77,711	93,238	20,000	34,532
Florida.....	356,677	709,704	1,342,825	105,110	318,458
Georgia.....	456,902	656,263	2,020,827	123,674	374,701
Kentucky.....	586,156	616,479	1,612,855	88,713	296,077
Louisiana.....	353,730	700,896	1,329,370	99,717	302,117
Maryland.....	268,244	543,601	1,903,770	51,656	247,394
Mississippi.....	309,513	438,125	1,235,854	75,634	229,153
North Carolina.....	574,511	821,443	2,402,017	147,004	445,885
Oklahoma.....	265,297	753,878	1,080,288	67,857	205,592
South Carolina.....	312,490	497,916	1,367,023	83,662	253,474
Tennessee.....	421,529	784,850	1,781,016	108,998	330,239
Texas.....	949,174	2,297,932	4,009,192	278,203	842,888
Virginia.....	403,842	644,150	1,678,279	112,887	342,020
West Virginia.....	271,193	352,038	1,076,000	65,851	190,511
District of Columbia.....	53,956	475,170	138,335	20,000	51,303
West:					
Arizona.....	126,752	264,701	517,096	34,995	106,026
California.....	1,108,352	3,811,329	2,965,194	362,993	1,099,783
Colorado.....	162,125	540,772	607,936	47,538	144,028
Idaho.....	76,642	152,067	328,991	20,606	62,704
Montana.....	67,799	156,994	271,587	20,194	61,183
Nevada.....	23,583	29,087	57,363	20,000	21,281
New Mexico.....	100,223	166,582	471,384	28,849	87,405
Oregon.....	165,075	489,287	619,618	50,172	152,009
Utah.....	100,223	403,068	444,147	28,096	85,125
Washington.....	241,715	703,811	865,700	77,139	233,713
Wyoming.....	32,426	64,181	127,268	20,000	29,262
Outlying parts of the United States.....	1 350,000	332,767	1 1,200,000	1 100,000	1 300,000
Alaska.....		8,982			
Canal Zone.....		2,880			
Guam.....		1,137			
Puerto Rico.....		223,335			
Territory of Hawaii.....		96,433			

¹ 2 percent of allocation to the aggregate United States reserved for allocation to the outlying parts of the United States.

Allocations under title II of H. R. 13247, fiscal year ending June 30, 1959

Region and State	Estimate of civilian population aged 18 through 21, July 1, 1956, continental United States ¹					Title II— National defense scholarships: Allocation to States of \$17,500,000 for scholar- ships for fiscal year ending June 30, 1959 ²
	21 years and over	18 years and over	18 years and over less 21 years and over (col. 3— col. 2)	¼ of col. 4 used as estimate of 21 years of age	Estimated 18 through 21 years (col. 4+ col. 5)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Aggregate United States						\$17,500,000
Continental United States	\$ 102,147,000	\$ 107,965,000	5,818,000	1,939,336	7,757,336	17,150,000
Northeast:						
Connecticut	1,444,000	1,508,000	64,000	21,333	85,333	188,655
Maine	562,000	597,000	35,000	11,667	46,667	103,172
Massachusetts	3,111,000	3,254,000	143,000	47,667	190,667	421,529
New Hampshire	357,000	375,000	18,000	6,000	24,000	53,059
New Jersey	3,606,000	3,767,000	161,000	53,667	214,667	474,588
New York	10,469,000	10,926,000	457,000	155,667	622,667	1,376,598
Pennsylvania	7,029,000	7,408,000	379,000	126,333	505,333	1,117,195
Rhode Island	534,000	558,000	24,000	8,000	32,000	70,746
Vermont	226,000	240,000	14,000	4,667	18,667	41,259
North Central:						
Illinois	6,094,000	6,394,000	300,000	100,000	400,000	894,324
Indiana	2,729,000	2,884,000	155,000	51,667	206,667	456,902
Iowa	1,710,000	1,812,000	102,000	34,000	139,000	300,670
Kansas	1,272,000	1,343,000	71,000	23,667	94,667	209,291
Michigan	4,594,000	4,883,000	289,000	96,667	385,667	792,945
Minnesota	1,983,000	2,098,000	115,000	38,333	153,333	338,990
Missouri	2,677,000	2,820,000	143,000	47,667	190,667	421,529
Nebraska	882,000	934,000	52,000	17,333	69,333	153,282
North Dakota	369,000	396,000	27,000	9,000	36,000	79,589
Ohio	5,656,000	5,959,000	303,000	101,000	404,000	893,187
South Dakota	406,000	432,000	27,000	9,000	36,000	79,589
Wisconsin	2,335,000	2,471,000	136,000	45,333	181,333	400,893
South:						
Alabama	1,740,000	1,883,000	143,000	47,667	190,667	421,529
Arkansas	1,003,000	1,083,000	80,000	26,667	106,667	235,821
Delaware	258,000	270,000	14,000	4,667	18,667	41,259
Florida	2,411,000	2,532,000	121,000	40,333	161,333	356,677
Georgia	2,044,000	2,199,000	155,000	51,667	206,667	456,902
Kentucky	1,718,000	1,849,000	131,000	43,667	174,667	386,156
Louisiana	1,665,000	1,785,000	120,000	40,000	160,000	353,790
Maryland	1,694,000	1,785,000	91,000	30,333	121,333	268,244
Mississippi	1,155,000	1,260,000	105,000	35,000	140,000	309,513
North Carolina	2,434,000	2,629,000	195,000	65,000	260,000	574,811
Oklahoma	1,356,000	1,446,000	90,000	30,000	120,000	265,297
South Carolina	1,204,000	1,310,000	106,000	35,333	141,333	312,480
Tennessee	2,009,000	2,152,000	143,000	47,667	190,667	421,529
Texas	5,121,000	5,443,000	322,000	107,333	429,333	949,174
Virginia	2,071,000	2,208,000	137,000	45,667	182,667	403,842
West Virginia	1,141,000	1,233,000	92,000	30,667	122,667	271,133
District of Columbia	564,000	584,000	20,000	6,667	26,667	59,956
West:						
Arizona	597,000	640,000	43,000	14,333	57,333	126,752
California	8,379,000	8,755,000	376,000	125,333	501,333	1,108,352
Colorado	954,000	1,009,000	55,000	18,333	73,333	162,125
Idaho	353,000	379,000	26,000	8,667	34,667	76,642
Montana	384,000	407,000	23,000	7,667	30,667	67,799
Nevada	153,000	161,000	8,000	2,667	10,667	23,583
New Mexico	406,000	440,000	34,000	11,333	45,333	100,223
Oregon	1,079,000	1,135,000	56,000	18,667	74,667	165,075
Utah	443,000	477,000	34,000	11,333	45,333	100,223
Washington	1,602,000	1,684,000	82,000	27,333	109,333	241,715
Wyoming	177,000	188,000	11,000	3,667	14,667	32,426
Outlying parts of the United States						\$ 350,000

¹ Source: Department of Commerce, Bureau of the Census, Current Populations Reports, Series P-26, No. 172.² Col. 7 computed as $2.210810515 \times \text{col. 6}$. $2.210810515 \times \frac{17,150,000}{7,757,336}$ ³ Sum of rounded figures.⁴ 2 percent of allocation to the aggregate United States reserved for allocation to the outlying parts of the United States.

Allocations under title III of H. R. 13247, fiscal year ending June 30, 1959

Region and State	Title III loans to students in institutions of higher education		Region and State	Title III loans to students in institutions of higher education	
	Under-graduate resident, full-time enrollment and graduate enrollment in institutions of higher education: November 1955 ¹	Allocations to States, for fiscal year ending June 30, 1959 ²		Under-graduate resident, full-time enrollment and graduate enrollment in institutions of higher education: November 1955 ¹	Allocations to States, for fiscal year ending June 30, 1959 ²
(1)	(2)	(3)	(1)	(2)	(3)
Aggregate United States.....	\$2,110,907	\$40,000,000	South—Continued		
Northeast:			Louisiana.....	\$36,985	\$700,836
Connecticut.....	29,275	554,738	Maryland.....	28,682	543,501
Maine.....	8,042	152,390	Mississippi.....	23,121	438,125
Massachusetts.....	87,842	1,664,536	North Carolina.....	48,627	921,443
New Hampshire.....	8,674	164,365	Oklahoma.....	38,734	733,978
New Jersey.....	37,802	716,318	South Carolina.....	23,110	437,916
New York.....	219,338	4,156,280	Tennessee.....	38,780	734,850
Pennsylvania.....	124,611	2,361,279	Texas.....	121,268	2,297,932
Rhode Island.....	11,172	211,701	Virginia.....	33,994	644,159
Vermont.....	7,042	133,440	West Virginia.....	18,578	352,038
Illinois.....	107,557	2,038,119	District of Columbia.....	25,076	475,170
Indiana.....	61,342	1,162,382	West:		
Iowa.....	40,097	759,806	Arizona.....	13,969	264,701
Kansas.....	34,305	660,052	California.....	201,134	3,811,329
Michigan.....	89,931	1,704,121	Colorado.....	28,538	540,772
Minnesota.....	47,548	900,997	Idaho.....	8,025	152,067
Missouri.....	49,982	947,119	Montana.....	8,285	156,994
Nebraska.....	20,146	381,751	Nevada.....	1,535	29,087
North Dakota.....	8,883	168,326	New Mexico.....	8,701	166,582
Ohio.....	96,315	1,825,092	Oregon.....	25,821	489,287
South Dakota.....	9,631	182,500	Utah.....	21,271	403,068
Wisconsin.....	47,658	903,081	Washington.....	37,142	703,811
South:			Wyoming.....	3,387	64,181
Alabama.....	31,180	590,836	Outlying parts of the United States:		
Arkansas.....	16,730	317,020	Alaska.....	474	8,982
Delaware.....	4,101	77,711	Canal Zone.....	152	2,880
Florida.....	37,453	709,704	Guam.....	60	1,137
Georgia.....	34,580	655,263	Puerto Rico.....	11,786	223,335
Kentucky.....	27,258	516,479	Virgin Islands.....	(4)	—
			Territory of Hawaii.....	5,089	96,433

¹ Source: Office of Education Circular 493, Resident and Extension Enrollment in Institutions of Higher Education, November 1955.

² Computed as $18.94920051 \times \text{col. 2} = \frac{40,000,000}{2,110,907}$

³ Excludes United States service schools.

⁴ No institutions of higher education.

*Allocations under title IV of H. R. 13247, fiscal year ending June 30, 1959—
Title IV, grants to States for strengthening science, mathematics, and modern
foreign language instruction in public schools part relating to \$60,000,000 for
acquisition of equipment*

Region and State (1)	Average personal income per child of school age (5-17) 1964-65 ¹ (2)	Calculation of allotment ratio		School-age population (ages 5-17) July 1, 1956 (thou- sands) ¹ (5)	State product, col. 4×col. 5 (6)	Appropriation of \$60,000,000 for fiscal year ending June 30, 1959 ⁴ (7)
		1st stop, col. 2×50 8,152 ² (3)	100 less col. 3 allotment restricted to 33.33- 66.67 ³ (4)			
Aggregate United States...						\$60,000,000
Continental United States...	\$8,152			38,682	\$1,912,749	58,800,000
Northeast:						
Connecticut.....	12,166	74.62	33.33	471	15,098	482,574
Maine.....	6,667	40.89	69.11	218	12,883	896,190
Massachusetts.....	10,104	61.97	38.03	1,007	38,290	1,177,261
New Hampshire.....	7,841	48.09	51.91	125	6,469	199,479
New Jersey.....	11,305	69.34	33.33	1,153	38,429	1,181,550
New York.....	11,526	70.69	33.33	3,297	108,859	3,347,367
Pennsylvania.....	8,813	54.05	45.95	2,834	109,545	3,897,633
Rhode Island.....	9,444	57.92	42.08	174	7,322	225,086
Vermont.....	6,449	39.56	60.45	89	5,380	165,387
North Central:						
Illinois.....	10,802	66.25	33.75	2,031	68,546	2,107,179
Indiana.....	8,218	50.40	49.60	1,032	51,187	1,573,544
Iowa.....	7,145	43.82	56.18	635	35,674	1,096,658
Kansas.....	7,572	46.44	53.56	474	25,387	780,424
Michigan.....	9,128	55.99	44.01	1,784	78,514	2,413,606
Minnesota.....	7,235	44.36	55.62	774	43,060	1,323,404
Missouri.....	8,474	51.97	48.03	907	43,593	1,339,174
Nebraska.....	7,202	44.17	55.83	320	17,866	549,220
North Dakota.....	5,181	31.78	68.22	164	10,934	336,123
Ohio.....	9,378	57.49	42.51	2,049	87,103	2,677,642
South Dakota.....	5,453	33.45	66.55	169	11,247	345,745
Wisconsin.....	7,776	47.69	52.31	879	45,980	1,413,476
South:						
Alabama.....	4,265	26.16	66.67	850	56,070	1,742,098
Arkansas.....	3,920	24.10	66.67	468	31,202	959,184
Delaware.....	12,216	74.93	33.33	91	3,033	93,238
Florida.....	7,804	47.87	52.13	838	43,685	1,342,925
Georgia.....	5,016	30.77	69.23	986	65,737	2,020,827
Kentucky.....	4,859	29.80	66.67	787	52,469	1,612,955
Louisiana.....	5,220	32.02	67.98	795	53,003	1,629,370
Maryland.....	8,917	54.69	45.31	851	29,497	906,770
Mississippi.....	3,267	20.04	66.67	603	40,202	1,235,854
North Carolina.....	4,701	28.83	66.67	1,172	78,137	2,402,017
Oklahoma.....	6,203	38.05	61.95	541	33,515	1,030,288
South Carolina.....	3,889	23.85	66.67	667	44,469	1,367,026
Tennessee.....	5,008	30.70	69.30	869	57,935	1,781,016
Texas.....	6,718	41.20	58.80	2,218	130,418	4,009,192
Virginia.....	6,414	39.34	60.66	900	54,594	1,678,279
West Virginia.....	4,884	29.96	66.67	525	35,002	1,076,000
District of Columbia.....	14,788	90.70	33.33	135	4,500	138,335
West:						
Arizona.....	6,475	39.71	60.29	279	16,821	517,096
California.....	11,007	67.51	33.33	2,894	96,457	2,965,194
Colorado.....	7,797	47.82	52.18	379	19,776	607,936
Idaho.....	5,730	35.14	64.86	165	10,702	328,991
Montana.....	7,358	45.13	54.87	161	8,834	271,567
Nevada.....	11,326	69.47	33.33	56	1,866	57,363
New Mexico.....	5,163	31.67	68.33	230	15,334	471,384
Oregon.....	8,088	49.61	50.39	400	20,156	619,618
Utah.....	5,788	35.50	64.50	224	14,448	444,147
Washington.....	8,839	54.21	45.79	615	28,161	865,700
Wyoming.....	7,539	46.24	53.76	77	4,140	127,268
Outlying parts of the United States.....						⁵ 1,200,000

¹ Source: School-age population from Department of Commerce, Bureau of the Census, Current Population Reports, Series P-25. Personal income from Department of Commerce, Survey of Current Business, August 1957.

² Col. 3 for each State, including District of Columbia, computed as the product of 50 and the quotient obtained by dividing the figure in col. 2 by 8,152.

³ Col. 4 computed as 100 less the figure in col. 3. Values less than 33 1/3 are raised to 33 1/3, and values more than 66 2/3 are reduced to 66 2/3.

⁴ Col. 7 computed as 30.74109567 times the figure in col. 6. 30.74109567=58,800,000/1,912,749.

⁵ The "allotment ratio" for the District of Columbia is computed on the same basis as for all the other States (resulting in 33.33 percentum rather than 50 percent as specified in certain versions of the bill).

⁶ 2 percent of allocation to the aggregate United States reserved for allocation to the outlying parts of the United States.

Allocations under title IV of H. R. 13247, fiscal year ending June 30, 1959—Title IV, grants to States for strengthening science, mathematics, and modern foreign language instruction in public schools; part relating to the expansion or improvement of supervision

Region and State	School-age population (5-17 years of age) July 1, 1956 (thousands) ¹	Tentative allocation to States for fiscal year ending June 30, 1959 ²	Allocation with a floor of \$20,000 for each State ³
(1)	(2)	(3)	(4)
Aggregate United States.....		\$5,000,000	\$5,000,000
Continental United States.....	38,682	4,900,000	4,900,000
Northeast:			
Connecticut.....	471	59,663	59,077
Maine.....	218	27,615	27,344
Massachusetts.....	1,007	127,561	126,308
New Hampshire.....	125	15,834	20,000
New Jersey.....	1,153	146,055	144,620
New York.....	3,267	413,844	409,778
Pennsylvania.....	2,384	301,991	299,023
Rhode Island.....	174	22,041	21,825
Vermont.....	89	11,274	20,000
North Central:			
Illinois.....	2,031	257,275	254,748
Indiana.....	1,032	130,727	129,443
Iowa.....	635	80,438	79,648
Kansas.....	474	60,043	59,454
Michigan.....	1,784	225,986	223,797
Minnesota.....	774	98,046	97,083
Missouri.....	907	114,893	113,766
Nebraska.....	320	40,536	40,138
North Dakota.....	164	20,775	20,570
Ohio.....	2,049	259,555	257,005
South Dakota.....	169	21,408	21,198
Wisconsin.....	879	111,346	110,253
South:			
Alabama.....	850	107,673	106,615
Arkansas.....	468	59,283	58,701
Delaware.....	91	11,527	20,000
Florida.....	838	106,153	105,110
Georgia.....	986	124,900	123,674
Kentucky.....	787	99,692	98,713
Louisiana.....	795	100,706	99,717
Maryland.....	651	82,465	81,656
Mississippi.....	603	76,384	75,634
North Carolina.....	1,172	148,462	147,004
Oklahoma.....	541	68,531	67,857
South Carolina.....	667	84,491	83,662
Tennessee.....	839	110,080	108,998
Texas.....	2,218	280,063	278,203
Virginia.....	900	114,007	112,887
West Virginia.....	526	66,504	65,851
District of Columbia.....	135	17,101	20,000
West:			
Arizona.....	279	35,342	34,995
California.....	2,894	366,594	362,963
Colorado.....	379	48,009	47,538
Idaho.....	165	20,901	20,690
Montana.....	161	20,394	20,194
Nevada.....	56	7,094	20,000
New Mexico.....	230	29,135	28,849
Oregon.....	400	50,670	50,172
Utah.....	224	28,375	28,096
Washington.....	615	77,004	77,139
Wyoming.....	77	9,754	20,000
Outlying parts of the United States.....		4100,000	4100,000

¹ Source: Department of Commerce, Bureau of the Census, Current Population Reports, Series P-25, No. 172.

² Col. 3 computed as 126.0739052 times figures in col. 2. $126.0739052 \times 38,682 = 4,900,000$.

³ Col. 4 computed by assigning \$20,000 to each of 6 States which are less than \$20,000 as computed in col. 3. The \$4,780,000 remaining for the other 43 States is distributed proportionately to school-age population by multiplying the figure in col. 2 by 125.4296885 for these 43 States thus reducing their allocations proportionately. $125.4296885 \times 38,109 = 4,780,000$, 38,109 being the school-age population (thousands) in the 43 States concerned.

⁴ 2 percent of allocation to the aggregate United States reserved for allocation to the outlying parts of the United States.

*Allocations under title VII of H. R. 13247, fiscal year ending June 30, 1959—
 Title VII, guidance, counseling, testing, identification, and encouragement of able
 students—Pt. A, State programs*

Region and State	School-age population (5-17 years of age) July 1, 1956 (thou- sands) ¹	Allocation to States for fiscal year ending June 30, 1959 ²	Region and State	School-age population (5-17 years of age) July 1, 1956 (thou- sands) ¹	Allocation to States for fiscal year ending June 30, 1959 ²
Aggregate United States.....		\$15,000,000	South—Continued		
Continental United States.....	38,682	14,700,000	Arkansas.....	468	\$177,850
Northeast:			Delaware.....	91	34,592
Connecticut.....	471	178,990	Florida.....	838	318,468
Maine.....	218	82,845	Georgia.....	980	374,701
Massachusetts.....	1,007	382,082	Kentucky.....	787	299,077
New Hampshire.....	125	47,503	Louisiana.....	795	302,117
New Jersey.....	1,153	438,165	Maryland.....	651	247,394
New York.....	3,267	1,241,532	Mississippi.....	603	229,153
Pennsylvania.....	2,384	905,972	North Carolina.....	1,172	445,386
Rhode Island.....	174	66,124	Oklahoma.....	541	205,692
Vermont.....	89	33,822	South Carolina.....	667	253,474
North Central:			Tennessee.....	869	330,239
Illinois.....	2,031	771,824	Texas.....	2,218	842,888
Indiana.....	1,032	392,182	Virginia.....	900	342,020
Iowa.....	635	241,314	West Virginia.....	525	199,511
Kansas.....	474	180,130	District of Columbia.....	135	51,303
Michigan.....	1,784	677,959	West:		
Minnesota.....	774	294,137	Arizona.....	279	106,028
Missouri.....	907	344,680	California.....	2,894	1,099,783
Nebraska.....	320	121,607	Colorado.....	379	144,028
North Dakota.....	104	62,324	Idaho.....	165	62,704
Ohio.....	2,049	778,664	Montana.....	101	61,183
South Dakota.....	169	64,224	Nevada.....	50	21,281
Wisconsin.....	879	334,039	New Mexico.....	230	87,405
South:			Oregon.....	400	152,009
Alabama.....	850	323,018	Utah.....	224	85,125
			Washington.....	615	233,713
			Wyoming.....	77	29,202
			Outlying parts of the United States.....		\$300,000

¹ Source: Department of Commerce, Bureau of the Census, Current Population Reports, Series P-25, No. 172.

² Col. 3 computed as $3800217155 \times \frac{14,700,000}{38,682}$.

³ 2 percent of allocation to the aggregate United States reserved for allocation to the outlying parts of the United States.

SECTION-BY-SECTION DESCRIPTION OF BILL

TITLE I—GENERAL PROVISIONS

Section 101—Findings and declaration of policy

This section contains the congressional findings and declaration of policy.

Section 102—Federal control of education prohibited

This section states that nothing contained in the act will be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution. The committee believes the inclusion of this provision in the bill will serve to give an added measure of assurance that no Federal control of an educational institution or school system can result through misinterpretation of this act.

Section 103—Definitions

This section provides definitions of the terms listed below to be used for the purposes of the act. In this section-by-section description of the bill these terms will be used in their defined sense.

(1) "State" is defined generally to mean the several States, and Alaska, Hawaii, Puerto Rico, the District of Columbia, the Canal Zone, Guam, and the Virgin Islands. An exception is made with respect to the Territories and possessions mentioned in the case of certain sections under which they receive special treatment in computing allotments of funds.

(2) "Institution of higher education" is defined, generally speaking, to include junior colleges, colleges, and universities. Specifically, to be an institution of higher education in the defined sense a school must admit as regular students only persons having a certificate of graduation from a school providing secondary education or the recognized equivalent of such a certificate, be legally authorized within such State to provide a program of education beyond the secondary level, provide an educational program for which it awards a bachelor's degree or provide not less than a 2-year program which is acceptable for full credit toward such a degree, be a public or other nonprofit institution, and be accredited by a nationally recognized accrediting agency or association, or if not so accredited, be an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. To be an institution of higher education in the defined sense, an institution must be located in a State (as defined), except that for the title which provides for scholarships, an institution in a foreign country will be an institution of higher education which may be attended by a scholarship holder if the Commissioner determines it to be substantially comparable to an institution which would qualify as an institution of higher education if located in a State. For the purposes of the scholarship title and the loan title, the term includes any private business school or technical institution which meets the provisions outlined above. The Commissioner will publish a list of nationally recognized accrediting agencies or associations which he finds to be reliable authority as to the quality of training offered.

(3) "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the governor or by State law.

(4) "School-age population" means the population between 5 and 17, both inclusive.

(5) "Resident" will be defined by the Commissioner; however, his regulations must provide that persons domiciled in a legal sense in a State but living outside of any State (as defined) will be deemed to be residing in the State of their domicile.

(6) "Elementary school" and "secondary school" are defined to mean a public school providing elementary or secondary education, as the case may be, as determined under State law, except that no education provided beyond the 12th grade will be included in the term "secondary school."

(7) The term "Commissioner" means the Commissioner of Education, and the term "Secretary" means the Secretary of Health, Education, and Welfare.

(8) "State commission" means the State agency designated or created to participate in a program under the scholarship title.

(9) The terms "local educational agency," "nonprofit," and "public" are each defined in a manner not inconsistent with the generally understood meaning of such terms.

TITLE II—NATIONAL DEFENSE SCHOLARSHIPS

Section 201—Appropriations authorized

This section authorizes the appropriation of funds to award scholarships during this and the next 3 fiscal years to be paid the student over the period of his undergraduate studies. The amount authorized is \$17,500,000 for this and each of the next 3 fiscal years for paying scholarships to persons who are awarded scholarships under the title during each such year. In addition the section authorizes the appropriation of sufficient funds to make payments to students who were awarded national defense scholarships in prior years. Thus, new scholarships will be awarded during this and the next 3 fiscal years to be paid students during the course of their undergraduate studies. Scholarships awarded under the title will be known as "national defense scholarships."

Section 202—Amount of scholarships

Every person who is awarded a national defense scholarship will receive at least \$500 during each academic year of the scholarship's duration. In addition the State commission will determine scholarship holders to be paid an additional amount, not exceeding \$500, during each academic year. The additional payment will be the amount the State commission determines the student needs in order to attend an institution of higher education during the academic year.

Section 203—Duration of scholarships

Scholarships awarded under this title will normally be for 4 years, except that where the time required to complete the student's curriculum is more than 4 years—as, for example, in some engineering courses—the scholarship will continue until the student finishes his course. In no event, however, will a student's scholarship continue after the completion of the work for his first bachelor's degree.

Scholarship holders will be entitled to receive their scholarships only while they are devoting essentially full time to educational work leading to a bachelor's degree, during the academic year, in attendance at an institution of higher education. A student who is carrying a full-time load at an educational institution would be considered as devoting essentially full time to educational work, even though he is supplementing his scholarship with funds derived from his own work. The section requires scholarship holders to maintain satisfactory proficiency in their course of study, according to the regularly prescribed standards and practices of the institution. Students may not receive scholarship payments under this title concurrently with scholarship or fellowship aid or educational assistance from other Federal sources (other than a monetary allowance under a Reserve officers' training program or money paid under other provisions of this act).

Section 204—Selection of recipients of scholarships

The scholarship commission in each State will be the agency to decide the persons to whom scholarships under this title will be awarded, and the additional amount, if any to be paid them, based on the considerations referred to in the discussion of section 202. The selection will be in accordance with objective tests and other measures of aptitude and ability to pursue successfully at an institution of higher education a course of study leading to a bachelor's degree; giving special consideration to those with superior capacity or preparation in science, mathematics, or a modern foreign language. It should be noted in this connection that once a person has been awarded a national defense scholarship no restrictions are imposed on the course he may choose to pursue. Similarly, he may choose to attend any school which will accept him so long as it qualifies as an institution of higher education under the definition in section 103 (b).

Any person will be eligible to compete for a national defense scholarship who applies in his State of residence in accordance with the rules of the State commission and is not, and has never been, enrolled in a course of study beyond the secondary school level.

The national defense scholarships will be actually awarded by the Commissioner, to persons selected by the State commissions who have been accepted for enrollment by an institution of higher education and have graduated from high school. The requirement of high school graduation will be met if the person holds a certificate of graduation from any high school whose graduates meet the requirements established by the State in which such school is located for graduation from high schools accredited by such State, or, if he doesn't hold such a certificate, if he is determined by the State commission to have attained a level of advancement generally accepted as constituting the equivalent of that required for graduation from such a high school.

Section 205—Allotment of appropriations for scholarships

When an appropriation is made for awarding new national defense scholarships, the Commissioner will first reserve up to 2 percent thereof for allotment to the Territories and possessions entitled thereto. He will then allot the remainder among the States on the basis of their relative populations between the ages of 18 and 21, both inclusive. The amount reserved for the Territories and possessions will be allotted among them in the manner provided for in section 908 of the bill.

Appropriations for making payments for scholarships awarded in prior years will be allotted among the States (including the Territories and possessions) on the basis of the relative amounts estimated to be needed to make continuing payments to persons selected for scholarships in prior years.

Section 206—State scholarship commissions; State plans

Each State which decides to participate in the scholarship program will establish a State commission on scholarships or may designate an existing State agency as the State commission on scholarships. Each such State will submit to the Commissioner a State plan which, if approved, will entitle it to participate in the scholarship program provided for in this title. The Commissioner will be required to approve a State plan if it contains the following:

(1) Provisions for determining the institutions in the State which are institutions of higher education, as defined in the bill.

(2) Provisions for the determination, in accordance with section 204 of the bill, of eligibility to compete for scholarships and for the selection and certification to the Commissioner of persons to be awarded the scholarships payable from the State's allotment.

(3) Provisions for annually determining, and certifying to the Commissioner the additional amounts (above the \$500 minimum per year) to be awarded persons in need thereof in accordance with standards, procedures, and criteria established by the State commission. The Commissioner must find that these standards, procedures, and criteria are such as to provide reasonable assurance that the additional amount will be based on the individual's need for financial assistance to continue his education at an institution of higher education, such need to be determined without regard to tuition, fees, and other expenses of attendance at the institution of higher education chosen by the individual, and that the maximum additional amount allowable under the plan will be \$500. This last requirement is inserted to insure that the State commissions, in granting additional amounts, will not adopt a policy of making only minimum grants. Instead, the State commissions will be required to spread the additional amounts between \$500 and zero.

(4) Provisions that the State commission will be the sole agency for administering the State plan.

(5) Provisions for reports to the Commissioner and for the fiscal control and fund accounting procedures which will be observed by the State commission.

Section 207—Administrative expenses of State commissions

This section provides for the payment by the Commissioner to the State of the amounts necessary for the proper and efficient administration of the State plan and for expenses necessary for the preparation of an approved plan. These funds may be used by the State commissions to contract for the services of public or private merit or aptitude testing organizations.

TITLE III—LOANS TO STUDENTS IN INSTITUTIONS OF HIGHER EDUCATION

Section 301—Appropriations authorized

The purpose of this title is to enable the Commissioner to stimulate and assist institutions of higher education to establish funds for the making of low-interest loans to students in need thereof to pursue their courses of study in such institutions. To achieve such purpose, this section authorizes the appropriation of \$40 million for the fiscal year ending June 30, 1959, and \$60 million for each of the 3 succeeding fiscal years. There are also authorized to be appropriated during the 4-year phase-out period of the program after fiscal 1962, such sums as may be necessary to enable students who have received a loan for any school year ending prior to the beginning of the phase-out period to continue or complete their education. The sums appropriated under this section may be used only for making the Federal capital contributions which, together with contributions from the institutions, will be used for establishing and maintaining student loan funds.

Section 302—Allotments to States

The sums appropriated under this title for fiscal years ending prior to July 1, 1962, will be allotted among the States on the basis of the relative numbers of persons in the several States who are enrolled on a full-time basis in institutions of higher education in the State. During the phase-out period after fiscal 1962, funds appropriated under this title will be allotted among the States as determined by the Commissioner to be necessary for the purpose of enabling students who have received loans for any school year ending prior to June 30, 1962, to continue or complete their education.

Section 303—Payment of Federal capital contributions

Federal capital contributions will be made to institutions of higher education applying therefor from time to time in such installments as the Commissioner determines will not result in unnecessary accumulations in the student loan fund. Since the number of institutions which will wish to participate in this program may change from time to time, and the number of such institutions and the extent of their participation cannot be known in advance, it is not feasible to divide the State's allotment among institutions on a formula basis. Instead the bill provides that the Commissioner will set a date by which institutions wishing to participate in the program must apply and state the amount of Federal capital contribution they wish to be granted for their student loan funds. If, when such date is reached, the State's allotment is sufficient, the institutions which have made an agreement under this title with the Commissioner and meet the requirements established by him, will be paid the full amount requested. If, on such date, the amount requested by all such institutions in the State is larger than the State's allotment, then each institution's Federal capital contribution will be reduced pro rata below the amount it requested. Where the amount requested by institutions in a State is less than the State's allotment available for that purpose, the remainder may be reallocated among the other States from time to time in proportion to the original allotments to the States.

In order to assure that no one institution will receive an unduly large amount, it is provided that the Federal capital contributions to any one institution during a fiscal year may not exceed \$250,000.

Section 304—Conditions of agreements

No Federal capital contribution may be made under this title to an educational institution until it has entered into an agreement with the Commissioner to establish a student loan fund and to deposit in it (1) the Federal capital contribution, (2) an amount, not less than 25 percent of the Federal capital contribution, to be contributed by the institution, (3) all collections of principal and interest on student loans made from the fund, and (4) any other earnings of the fund. The agreement must also provide that the fund will be used only for making loans to students, except that it may also be used to meet the costs of litigation arising in connection with the collection of amounts due on account of the loan and except that distributions may be made from the fund as provided in section 306. The agreement must also contain such other provisions as may be necessary to protect the financial interest of the United States and promote the purposes of the title.

Section 305—Terms of loans

Subsection (a) provides that the maximum amount which may be loaned in one fiscal year to one student may not exceed \$1,000, and that the maximum amount which may be loaned one student for all years may not exceed \$5,000.

Under subsection (b), loans from student loan funds will be made on such terms and conditions as the institution may determine and subject to such conditions, limitations, and requirements as the Commissioner by regulation or in the agreement referred to above may prescribe with a view to preventing impairment of the capital of the student loan fund to the maximum extent practicable in the light of the objective of enabling students to complete their courses of study. However, each loan made from a student loan fund must meet the requirements listed hereunder:

(1) A loan may be made only to a person who is a full-time student in good standing or, if not yet enrolled in an institution of higher education, has been accepted for enrollment as a full-time student. Loans may be made only to students who are in need of the amount of the loan to pursue a course of study at the institution and are capable, in the opinion of the institution, of maintaining good standing in the course of study. Graduate as well as undergraduate students will be eligible for loans under the title.

(2) The loan must be evidenced by a note or other written agreement which provides that the loan will be repaid in equal annual installments beginning one year after the borrower ceases to be a full-time student at the institution which made him the loan or another institution participating in the loan program or which is approved for this purpose by the Commissioner. The 10-year period could be extended for good cause determined under the Commissioner's regulations.

(3) The loan must bear interest (payable annually) at the rate of 2 percent per year on the unpaid principal balance during the period preceding the 10-year period during which the loan must be repaid. Thereafter, the loan will bear interest at the rate of 4 percent per year. The borrower may accelerate repayment of the loan without incurring a penalty and without advancing the time when interest at the rate of 4 percent per year would otherwise become payable.

(4) The loan must be made without security or endorsement, except in cases in which the borrower is a minor and under applicable law the note or other evidence of obligation would not create a binding obligation.

(5) All liability to repay the loan will be canceled if the borrower dies or becomes permanently and totally disabled as determined in accordance with regulations of the Commissioner.

(6) The loan will be made in such installments as may be provided in the regulations of the Commissioner or the agreement with the institution. Upon notice to the Commissioner by the institution that the borrower is not maintaining satisfactory standing any or all further installments of the loan will be withheld, as may be appropriate.

(7) The note or other evidence of obligation of the loan may not be assigned or transferred by the institution except if the borrower transfers to another institution it may be assigned or transferred to that institution if it is one which is participating in the program or is approved by the Commissioner for this purpose.

Subsection (c) of this section provides that the agreement for the payment of Federal capital contributions to an institution of higher education must include provisions designed to make loans from the student loan fund established pursuant to such agreement reasonably available (to the extent of the available funds in the student loan fund) to all eligible students in the institution in need thereof.

Section 306—Distributions of assets from student loan funds

This section provides for the time and manner of distributing the moneys in the student loan fund. Under its provisions, within 3 months after the end of the period during which loans may be made under the title, the money in the fund at the end of such period will be distributed between the Commissioner and the institution in the same ratio as the ratio between the Federal capital contributions to the fund and the institution's capital contributions. Thereafter, quarterly disbursements will be made from the money then accumulated (reduced by the amount of unpaid costs of litigation incurred in collecting the money) in the fund from repayments in the same shares as in the first distribution.

In addition to the distributions referred to above, upon a finding by the institution or the Secretary that the assets of a student loan fund exceed the amount required for loans or otherwise in the foreseeable future, a distribution will be made from the fund to the institution and to the Commissioner in the same proportionate shares as is provided for the first distribution referred to in the preceding paragraph.

Section 307—Loans to institutions

Under this section the Commissioner is authorized to make loans to institutions of higher education which are participating in a program under this title for the purpose of helping to finance the institution's capital contribution to its student loan fund. These loans may be made only if the institution shows that it is unable to secure such funds from non-Federal sources upon terms and conditions which the Commissioner determines to be reasonable and consistent with the purposes of this title. Loans which are made under this title will bear interest at a rate equal to one-fourth of 1 percent above the rate payable by the Commissioner to the Treasury when he borrows the money necessary to make the loans.

The loan program provided for in this section will be financed in a manner similar to other Federal loan programs. The Treasury will purchase the obligations of the Commissioner under the Second Liberty Bond Act. The Commissioner's obligations will bear interest at a rate sufficient to cover the cost of the funds to the Treasury, taking into consideration the current average yields of outstanding marketable obligations of the United States having maturities comparable to the maturities of loans made by the Commissioner under this section. Sums repaid by institutions will be used to make payments on obligations issued by the Commissioner under the section, but in the event such repayments are insufficient, appropriations are authorized for payments on such obligations.

Loans made by the Commissioner under the section will mature within such period as he determines to be appropriate in each case, but not exceeding 15 years from the time the loan is made.

Section 308—Administrative provisions

In carrying out his duties under the title, the Commissioner may agree to modifications of agreements or loans made under the title, and compromise, waive, or release any right, title, claim, or demand arising or acquired under the title, with the exception that nothing in the above will affect the power of the Attorney General in the conduct of litigation arising under the title. Financial transactions of the Commissioner under the title and vouchers approved by him in connection with such financial transactions, will be final and conclusive on all officers of the Government, except that all such transactions will be subject to audit by the General Accounting Office.

TITLE IV—GRANTS TO STATES FOR STRENGTHENING SCIENCE, MATHEMATICS, AND MODERN FOREIGN-LANGUAGE INSTRUCTION IN PUBLIC SCHOOLS

Section 401—Appropriations authorized

This title provides for grants to States for the acquisition of laboratory and other special equipment, including audiovisual materials and equipment and printed material (other than textbooks), suitable for use in providing education in science, mathematics, or modern foreign languages, and for minor remodeling of laboratory or other space used for such materials or equipment. Appropriations in the amount of \$60,000,000 are authorized for this purpose for each of the next 3 fiscal years.

In addition to appropriations for the purposes referred to above, the title authorizes the appropriation of \$5 million for each of such fiscal years for making grants to States solely for the expansion or improvement of supervisory and related services in the fields of science, mathematics, and modern foreign languages, and for administration of the State plan.

Section 402—Allotments to States

Sums appropriated for laboratory and other special equipment and for remodeling will be allotted among the States on the basis of the relative school-age populations of the States, weighted by their relative incomes per school-age child. For example, if the income per school-age child in State A is 10 percent higher than the income per school-age child in State B, then the State A's allotment per school-age child will be 10 percent lower than that of State B. However, the weight which may be given income per school-age child is so limited as to insure that no State will receive more than twice as much per school-age child as the State receiving the smallest amount per school-age child. The children who will be counted for this purpose are those between the ages of 5 and 17, both inclusive. These allotments will remain available for payments until the end of the fiscal year following the year in which they are appropriated.

Sums appropriated for supervisory and related services and for administration will be allotted among the States on the basis of their relative school-age populations, unaffected by their income per school-age child. However, no State's allotment will be less than \$20,000, and the other States' allotments will be reduced to make up such minimum amount should it become necessary to raise a State's allotment to such minimum amount.

Before any other allotment is made under this section, the Commissioner will allot up to 2 percent of the appropriations available among the Territories and possessions as provided in section 908.

Section 403—State plans

If a State wishes to participate in this program it will submit a State plan to the Commissioner; if the plan contains the provisions required by this section, the Commissioner has no option but to approve it.

The provisions a State plan must contain to be approved are the following:

(1) It must set forth a program under which funds allotted to the State on the basis of relative school-age populations and incomes per school-age child will be expended solely for projects approved by the State educational agency for acquisition of laboratory and other special equipment, including audio-visual materials and equipment and printed materials (other than text books), suitable for use in providing education in science, mathematics, or modern foreign language, for use in elementary or secondary schools, or both; and for minor remodeling of laboratory or other space used for such materials or equipment. It should be explained that while the State plan may provide only for the acquisition of this equipment for use in elementary or secondary schools, or both, there is nothing which prohibits its use for providing education above the secondary level or for other purposes once it is acquired in conformity with the State plan.

(2) It must set forth principles for determining the priority of each such project for assistance under the title and must provide for undertaking projects, insofar as financial resources available therefor make possible, in the order determined by the application of such principles.

(3) It must provide an opportunity for a hearing before the State educational agency to interested persons with respect to each application for the approval of a project.

(4) It must provide for the establishment of standards on a State level for laboratory and other special equipment acquired with assistance furnished under the title.

(5) It must set forth a program under which the funds allotted on the basis of school-age population unaffected by income per child of school age will be expended solely for the expansion or improvement of supervisory or related services in the fields of science, mathematics, and modern foreign languages, and for the administration of the State plan.

(6) It must provide that the State educational agency will be the sole agency for administering the plan.

(7) As in the case of the plans provided for in other titles, it must provide for reports to the Commissioner and for the observance of certain fiscal control and fund accounting procedures by the State educational agency.

Section 404—Payments to States

For the first year of the program no matching will be required with respect to grants for expansion or improvement of supervisory or related services or administration of the plan. The State will be required to match on a 50-50 basis all other grants of the Federal Government under this program.

TITLE V—LANGUAGE DEVELOPMENT

Section 501—Language institutes

The Commissioner will be authorized to enter into contracts with institutions of higher education under the terms of which they will operate short-term or regular session institutes during this and the next 3 fiscal years. These institutes will provide advanced training for persons who are engaged in or preparing to engage in the teaching, or supervising or training teachers, of any modern foreign language in schools at the elementary or secondary level or in institutions of higher education. Emphasis will be given to training in the use of new teaching methods and instructional materials.

Contracts under the section may cover all or part of the cost of an institute, and may contain such conditions as the Commissioner finds necessary to carry out the purpose of the section.

In addition to making payments under contracts with an institution, the Commissioner may during the life of the program pay stipends to persons attending the institutes, and such stipends may include allowances for dependents and for travel to and from their places of residence by such persons and their dependents.

Section 502—Language and area centers

The Commissioner may arrange, through contracts, for the establishment and operation during this and the next 3 fiscal years of language centers for the teaching of any modern foreign language with respect to which the Commissioner determines that persons trained in such language are needed by the Federal Government or by business, industry, or education in the United States, and that adequate instruction in such language is not readily available in the United States.

The contract for the operation of a language center will provide principally for the teaching of such language, but it may also provide for instruction in other fields needed to provide a full understanding of the areas, regions, or countries in which the language is commonly spoken, to the extent adequate instruction in such fields is not readily available, including such fields as history, political science, linguistics, economics, sociology, geography, and anthropology.

Contracts with institutions under this section may not cover more than half the cost of the establishment and operation of the center, including the cost of grants to the staff for travel in the foreign area with which the subject matter of the field in which they will be working is concerned and the cost of travel of foreign scholars to such centers to teach or assist in teaching therein and the cost of their return. The contract may contain such other conditions as the Commissioner finds necessary to carry out the purposes of this section.

The Commissioner may also, during this and the next 3 fiscal years, pay stipends to persons undergoing advanced training in any modern foreign language with respect to which he would be authorized to establish a center, and in other fields needed for a full understanding of the area, region, or country in which such language is commonly used. Such training will be provided at a short-term or regular session of an institution of higher education. The stipend may include allowances for dependents and for travel to and from the places of residence of the trainees and their dependents. However, a stipend under this section may be paid only to persons who provide reasonable

assurances that they will, on completion of their training, be available for teaching a modern foreign language in an institution of higher education or for such other service of a public nature as may be permitted by regulations of the Commissioner.

Section 503—Research and studies

This section authorizes the Commissioner to make, or contract for, studies and surveys to determine the need for increased or improved instruction in modern foreign languages and other fields needed to provide a full understanding of the areas, regions, or countries in which such languages are commonly used. He is also authorized to conduct research on more effective methods of teaching such languages and in such other fields, and to develop specialized materials for use in such training, or in training teachers of such languages or in such fields.

Section 504—Appropriations authorized

For carrying out this title, the bill authorizes the appropriation of up to \$4,500,000 a fiscal year.

TITLE VI—EXPANSION OF GRADUATE EDUCATION

Section 601—Appropriations authorized

This section authorizes the appropriation of the sums necessary to carry out the title.

Section 602—Number of fellowships

Under this title the Commissioner will award fellowships for periods of study not in excess of 3 academic years. Not more than 1,000 fellowships will be awarded during this fiscal year, and not more than 1,500 fellowships will be awarded during each of the next 3 fiscal years.

Section 603—Award of fellowships and approval of institutions

The Commissioner will award fellowships only for study in graduate programs which have been approved by him. He will approve a graduate program for the purposes of this title if the institution applies for approval and he finds that the graduate program is a new program or an existing program which has been expanded, that the new or expanded program will substantially further the objective of increasing the facilities available in the Nation for the graduate training of college or university level teachers and of promoting a wider geographical distribution of such facilities throughout the Nation, and that in the acceptance of persons for study in such programs preference will be given to persons interested in teaching in institutions of higher education.

The section also requires the Commissioner to limit the number of persons awarded fellowships in any one institution in light of the objective of increasing the facilities available in the Nation for the graduate training of college or university level teachers and of promoting a wider geographical distribution of such facilities throughout the Nation.

Section 604—Fellowship stipends

Each person who is awarded a fellowship under this title will be paid a stipend of \$2,000 for his first academic year of study after receipt of his bachelor's degree, \$2,200 for his second academic year of study after receipt of his bachelor's degree, and \$2,400 for his third academic

year of study after receipt of his bachelor's degree, plus an additional amount of \$400 for each such year on account of each of his dependents.

The institution which the fellowship holder is attending will also receive a payment under this program. The institution will be paid such amount, not less than \$500 or more than \$2,500 per academic year, as is determined by the Commissioner to constitute that portion of the cost of the new or expanded graduate program in which the fellowship holder is participating which is reasonably attributable to such person.

Section 605—Fellowship conditions

Fellowship holders will receive their stipends only while they are maintaining satisfactory proficiency in, and are devoting essentially full time to, study or research in the field in which such fellowship is awarded, in an institution of higher education, and are not engaging in gainful employment other than part-time employment by such institution in teaching, research, or similar activities.

TITLE VII—GUIDANCE, COUNSELING, TESTING; IDENTIFICATION
AND ENCOURAGEMENT OF ABLE STUDENTS

PART A—STATE PROGRAMS

Section 701—Appropriations authorized

The purpose of this part is to assist State educational agencies in establishing and maintaining programs of testing and of guidance and counseling. For this purpose \$15 million a year is authorized to be appropriated for this and each of the next 3 fiscal years.

Section 702—Allotments to States

Appropriations for carrying out this part will be allotted among the States as follows: First, the Commissioner will reserve up to 2 percent of the appropriation for any fiscal year for allotment among the Territories and possessions as provided in section 908. He will then allot the remainder among the States on the basis of their relative school-age populations, except that the minimum allotment for any State will be \$20,000, and the other States' allotments will be reduced to make up such minimum amount should it become necessary to raise a State's allotment to such minimum amount.

Section 703—State plans

If a State wishes to participate in the program provided for in this part, it will submit a State plan to the Commissioner through its State educational agency. The Commissioner is required to approve the plan if it contains the provisions required by this section. The provisions which must be included in the State plan are the following:

(1) The plan must set forth a program under which funds paid to the State will be expended by the State educational agency, or by local educational agencies, to establish or maintain programs of testing and guidance and counseling which will operate in the secondary schools of the State. These programs must be directed at identifying students with outstanding aptitude or ability, advising students of courses of study best suited to their ability, aptitudes, and skills, and encouraging students with outstanding aptitude and ability to complete their secondary-school education, take the necessary course for

admission to institutions of higher education, and enter such institutions after graduation. The plan must also set forth a description of the means of testing which will be used in carrying out the above programs.

(2) It must set forth the purposes for which, and the conditions under which, funds paid to the State will be granted to local educational agencies.

(3) It must provide for its administration by the State educational agency alone.

(4) It must contain provisions for reports to the Commissioner and for the observance of certain fiscal control and fund accounting procedures by the State educational agency.

Section 704—Payments to States

The Federal payment under this part will be 100 percent of the expenditures in carrying out the State plan during the first year of the program, and thereafter will be 50 percent of such expenditures. Of course, no State will receive amounts greater than its allotment. Funds paid a State under this title may be used to contract for the services of public or private merit or aptitude testing organizations.

PART B—INSTITUTES IN GUIDANCE AND COUNSELING

Section 721—Appropriations authorized

Six million dollars is authorized to be appropriated during this and each of the next 3 fiscal years for carrying out the provisions of this part.

Section 722—Purpose

The Commissioner will be required to arrange, through contracts with institutions of higher education, for the establishment and operation by them of summer or regular session institutes consisting of courses in counseling and guidance of students at the secondary school level with emphasis upon the counseling and guidance of gifted students. He will also be required to pay stipends to persons who attend the institutes and are eligible therefor.

Section 723—Contract authority

Contracts with institutions for establishing and operating institutes will provide for the payment of the reasonable cost incurred by the institution in providing the institute.

Section 724—Stipends

Students who attend an institute under this part will be eligible to receive a stipend at the rate of \$75 a week, plus an additional amount of \$15 a week for each of his dependents, but no such person will receive a stipend at a rate in excess of his last rate of salary during the immediately preceding academic year. Stipends will be paid only for periods during which the recipient is in attendance in good standing at the institute, as determined by the Commissioner, in accordance with its regularly prescribed standards and practices.

Any person in a public-school system who is employed or is to be employed in a guidance and counseling capacity on a full-time or part-time basis will be eligible for the stipend.

It is expected that the Commissioner will endeavor to attain the maximum geographical distribution among institutions with which he contracts under this part, consistent with its purposes.

TITLE VIII—RESEARCH AND EXPERIMENTATION IN MORE EFFECTIVE UTILIZATION OF TELEVISION, RADIO, MOTION PICTURES, AND RELATED MEDIA FOR EDUCATIONAL PURPOSES

Section 801—Appropriations authorized; functions of Commissioner

This title will authorize the Commissioner, by grant or contract, to make studies and surveys to determine the need for increased or improved utilization of television, radio, motion pictures, and related media of communication by State or local educational agencies and institutions of higher education in providing education. He may conduct research, demonstrations, and experiments for such purposes and in the development and use of new media of communication (and other audiovisual aids) for such purposes. He may evaluate and publish reports concerning the effectiveness of such media for such purposes, and prepare and publish abstracts and catalogs of audiovisual materials available for such purposes to the extent such abstracts or catalogs are not otherwise readily available. The title will also authorize the Commissioner to provide, upon request, advice, counsel, and technical assistance to State or local educational agencies and institutions of higher education undertaking to utilize such media of communication in providing education.

TITLE IX—MISCELLANEOUS PROVISIONS

Section 901—Administration

Under subsection (a) of this section, the Commissioner will be authorized, in administering the provisions of the act, to use the services and facilities of other agencies of the Federal Government and of other public or nonprofit agencies or institutions, in accordance with agreements between the Secretary and the head of the agency or institution. The provisions of law which require competitive bidding on Government contracts would not be applicable to these agreements.

Subsection (b) requires the Commissioner to include in his annual report a full report of activities under this act, together with such revisions in it as he may deem to be needed.

Subsection (c) requires the Secretary to advise and consult with the heads of other governmental agencies which carry on educational programs with a view to the full coordination of all specialized scholarship, fellowship, and other educational programs carried on by the Federal Government or with its assistance.

Section 902—Improvement of statistical services of State educational agencies

The purpose of this section is to assist the States to improve and strengthen the adequacy and reliability of educational statistics provided by State and local reports and records and the methods and techniques for collecting and processing educational data and disseminating information about the condition and progress of education in the States. Appropriations are authorized to carry out the section for this and each of the next 3 fiscal years.

The Federal Government will bear one-half the cost of programs to carry out the purpose of this section. The programs may include the following:

- (1) Improving the collection, analysis, and reporting of statistical data supplied by local educational units.
- (2) The development of accounting and reporting manuals to serve as guides for local educational units.
- (3) The conduct of conferences and training for personnel of local educational units and of periodic reviews and evaluation of the program for records and reports.
- (4) Improving methods for obtaining, from other State agencies within the State, educational data not collected by the State educational agency.
- (5) Expediting the processing and reporting of statistical data through installation and operation of mechanical equipment.

Payments under the program provided for in this section may be made only to the extent it is a new program or an addition to or expansion of an existing program, and only if the State plan includes the program. No payment will be made to any State for a fiscal year under this section in an amount greater than \$50,000.

To obtain payments under this section, a State must submit a State plan which provides that the State educational agency will be the sole agency for carrying out programs under the plan either directly or through arrangements with other agencies of the State. It must also set forth the program proposed to be carried out and the general policies to be followed. In common with other provisions relating to State plans, this section requires the inclusion of provisions for reports to the Commissioner and for the observance of certain fiscal control and fund accounting procedures.

Section 903—Disapproval of, and failure to comply with, State plans

This section applies with respect to all State plans provided for in the bill. It insures that no such State plan or modification thereof will be disapproved without affording the interested State agency reasonable notice and opportunity for a hearing.

In the event the Commissioner determines, after the usual notice and opportunity for hearing, that a State plan has been so changed that it fails to meet the requirements of the act, or that the State agency concerned is failing to comply substantially with all its provisions, the Commissioner will suspend the State plan until he is satisfied that there is no longer any failure to comply.

While a State plan submitted under title II (relating to scholarships) is suspended no new scholarships will be awarded, or the Commissioner, in his discretion, may provide that the State Commission will not be eligible to participate in the part of the program under the title, or in the part of the State plan, which is affected by the failure to comply. While any other State plan is suspended, no further payments will be made thereunder for programs in that State.

Section 904—Judicial review

Under this section a State could obtain judicial review of action of the Commissioner in failing to approve a State plan or in suspending a State plan. The review would be on the record in the United States district court for the district in which the capital of the State is located. The provisions of the Administrative Procedure Act would

apply to these proceedings. The decision of the district court could be appealed to higher courts in the same fashion as other decisions of district courts of the United States.

Section 905—Method of payment

Payments under the various titles of this act, whether pursuant to a grant or contract, may be made in installments, and in advance or by way of reimbursement, and, in the case of grants, with necessary adjustments on account of overpayments or underpayments.

Section 906—Administrative appropriations authorized

This section authorizes the appropriation of such sums as may be necessary for the administration of the various provisions of the act.

Section 907—Acceptance of gifts and bequests

This section authorizes the Commissioner to accept gifts, grants, bequests, or devises for carrying out the act.

Section 908—Allotments to Territories and possessions

As stated herein with respect to section 205, section 402, and section 702, when the Commissioner allots funds among the States under those sections, he will reserve up to 2 percent for allotment under this section. The funds so reserved will be allotted among Alaska, Hawaii, Puerto Rico, the Canal Zone, Guam, and the Virgin Islands according to their respective needs for the type of assistance furnished under the part or title in which the section appears.

Section 909—Advisory committees

This section authorizes the Commissioner to establish advisory committees to advise and consult with him with respect to the administration of the provisions of the bill relating to language development, expansion of graduate education, and research and experimentation in more effective utilization of television, radio, motion picture, and related media for educational purposes. Members of the advisory committees will be exempted from the conflicts of interest statutes, except that the exemption will not extend to the receipt or payment of salary in connection with his Government service from a source other than the private employer of the appointee at the time of his appointment or during the period of such appointment, and the further period of 2 years after the termination thereof, to the prosecution or participation in the prosecution, by him of any claim against the Government involving any matter concerning which he had any responsibility arising out of his appointment during the period of such appointment.

MINORITY VIEWS

We, the undersigned minority of the committee, are opposed to the passage of H. R. 13247, as reported, for the following reasons:

The proposed bill starts with the declaration—

The Congress hereby finds and declares that the security of the Nation requires the fullest development of the mental resources of its young men and women.

With this statement, of course, we emphatically agree. We also believe that the mental resources of many of our young people are being inadequately developed by inadequate use of funds at hand.

This is due not to a lack of money as the majority of the committee assumes. It is due to an appalling decline of educational standards in many of our public schools and colleges, and to a debasement of the curriculum. There is also a diversion of the available human and material resources from courses that provide training in basic skills and transmit essential knowledge, to a hodgepodge of subject matter of education which has always remained out of private and parochial schools. It was so of the public schools until very recently.

The majority mistakenly assumes that—

(a) A large segment of our intellectually able young people who desire to go to college are prevented from doing so by a lack of means; and

(b) That the public schools are prevented from providing instruction in science, mathematics, and foreign languages or from identifying and advancing able young people, by a lack of funds.

Both of these assumptions are erroneous.

We find ample evidence that able young people who wish to go to college find ways and go to college. Further, that the public schools have the funds to provide better science, mathematics, and foreign language instruction, but that some prefer to use their staffs, facilities, and money to run courses which are unrelated to the educational purposes of the schools, such as date behavior, beauty care, consumer buying, stagecraft, square dancing, pep club, marriage and family relationships, junior homemaking for boys, etc.

It is apparent that the purposes of this bill can be better accomplished without Federal aid by the local schools and communities, and by the students who have the ability and desire to acquire a college education. The philosophy of this bill, like so many others, apparently seems to have altered a famous and good saying: "God helps those who help themselves" by adding: "The Government helps all others."

Thus, the apparent conclusion of the majority of the committee that Federal scholarships are needed, and will succeed in inducing more of our ablest youth to attend college is not substantiated by the evidence presented to the committee.

Instead, the most obvious consequence of such a Federal scholarship program would, we believe, be that voiced by many witnesses;

namely, "the discouragement of State and private programs," certainly, the lessening of local effort.

The evidence presented to the committee suggests a very different solution to our manpower problem. Repeatedly, witnesses reported that lack of motivation and inadequate preparation in fundamental subjects were the primary barriers to the full development of youth and to the continuance of their education beyond high school.

In proposing that the Federal Government provide in 1959-62 some 90,000 to 100,000 4-year undergraduate scholarships, the majority of the committee has erroneously assumed that—

(a) A shortage of professionally trained manpower exists in many fields which will be corrected by inducing more young people to go to college; and

(b) A large percentage of our most able young people do not attend college for financial reasons.

Evidence presented to the committee does not support these assumptions.

For example, the assumption that we have an overall shortage of scientists and engineers is widely accepted on the repetition of Government propaganda to that effect. And yet there is mounting evidence that this assumption is highly questionable.

Blank & Stigler reported in a study made for the National Bureau of Economic Research last year that the salaries of engineers and other professional workers have declined in comparison with the wages of other types of workers. They concluded:

Our example has been drawn so as to represent the general facts concerning engineers in the United States since 1890: demand has grown quite rapidly, but supply has grown even more rapidly so salaries have drifted downward relative to those for the entire working population.

The United States Office of Education recently announced that engineering enrollment in institutions of higher learning has increased from 165,637 in fall 1951 to 297,077 in fall 1957. This is an increase of 79 percent in 6 years.

Only 8 years ago in January 1950, the Engineers Joint Council expressed the feat the men due to graduate from engineering colleges in June of that year could not be effectively utilized by industry. The Korean war changed this picture. But even in a highly industrialized country, such as ours, there is a limit to the number of engineers that can be absorbed.

In a special report, *Engineers—Too Many or Too Few*, U. S. News & World Report pointed out that leaders of engineering societies, faculty members of engineering colleges, industrial leaders, and Government officials appeared to be in "General agreement on this: There is no real shortage of engineers overall. There may be shortages of some specific types of engineers."

The Assistant Secretary of Labor (now personnel adviser to the President) Rocco Siciliano emphasized that, while there are numerical shortages in some fields of engineering and science, the real need is for people at the top levels of knowledge, skill, and creativity.

The United States, like every other nation in the world, will probably never have enough brilliant scientists and engineers. But, with the amount of scholarship aid already available for the truly gifted stu-

dent, there is little reason to assume that a Federal scholarship program is needed—or would be successful in developing a reservoir of top-level talent.

It is equally incorrect for the committee to assume that those able young people who wish to attend college are not now doing so. John M. Stalnaker, president of the National Merit Scholarship Foundation, testified to the fact that:

In the National Merit Scholarship program last year we identified some 15,000 students. We have since then checked samples of these students to determine how many are not in college. Of the top 7,500 students, drawn from each State in proportion to population (just as both bills propose), we find about 97 percent are in college. Of the next 7,500, about 95 percent are in college.

Thus, without a Federal scholarship program, more of these students are going to college—well over 90 percent. Of those not going, only a fraction can be hoped to be changed by a Federal scholarship program. Many are girls. Some prefer marriage, some go into other types of training, and indeed, one cannot properly argue that they should not. Some of the boys have joined the armed services, others plan to attend college later. Still others are going into business.

I mention this study because we must not lose sight of the fact that neither of the bills proposes scholarship help to more than the top 3 percent of high-school students, and most of these students are eagerly sought by colleges and existing scholarship agencies. A large Federal program of, say, 40,000 scholarships would probably have as its major effect discouraging existing private and State efforts and would not significantly help able students not already being helped.

Evidence presented to the committee likewise showed the assumption invalid that financial need was preventing able young people from attending college. For example, Dr. Robert J. Havighurst, of the University of Chicago, on February 24, at the American Association of School Administrators meeting in St. Louis indicated that in the upper quartile of ability of last year's high-school graduates three-fourths of the males and three-fifths of the females were estimated to have entered college; that over one-half of the second quartile in ability and about one-tenth of the third quartile likewise sought admission.

Dr. Havighurst estimated that 60,000 boys out of the 285,000 in the upper quartile of male high-school graduates did not enter college. He further estimated that, of those 60,000, at least one-third had such poor habits, character, or background as to make them undesirable college students, and that the other 40,000 were largely boys that lacked motivation or interest in pursuing further education. It should be added here that there were certainly many among them who were either (1) drafted into the armed services, or (2) deeply interested in some trade or vocation, which not only required no college training, but offered as great or greater, and certainly more immediate, financial reward than those derived from positions requiring college training.

Still others unquestionably come from environments in which neither parents nor associates consider collegegoing to have prestige or vocation value.

Thus, while intelligence test scores or scholastic aptitude scores might indicate that most of these 60,000 boys could do college-grade work, they do not indicate that they have any desire to go to college or are interested in academic studies or a professional career.

Many recent studies have indicated that it is a lack of motivation and not financial inability that causes most of the discontinuance of education by high-ability youth.

Many university and college leaders have concurred in our belief that Federal scholarships are unnecessary and undesirable. The Association of American Colleges at its annual meeting rejected a resolution for Federal scholarships.

Subsequently, Dr. John Taylor Caldwell, representing the Association of Land Grant Colleges and State Universities Association, testified in opposition to Federal scholarships, recommending instead—as had the President's Committee on Education Beyond the High School—a work-study project that would enable students to work and earn money while attending college.

Dr. V. Raymond Edman, president of Wheaton College, in an open letter to President Eisenhower said:

* * * we believe that Federal scholarships, good as they may seem on the outside, can be a real handicap to the highest interests of the American people.

FINANCIAL AID IS INCREASING

More than two-thirds of the States have some scholarship programs, and the number of scholarships financed by corporations, foundations, and individuals is growing rapidly.

Last year nearly 30 percent of the \$520 million dispensed by corporations for philanthropic purposes went to education. In 1952, only 20 percent of all gifts went into this area (Wall Street Journal, vol. CLI, No. 35).

Thousands of parents now meet college costs through a pay-as-you-go plan of monthly installments. This Tuition Plan, Inc., was started in 1938 and has grown rapidly in recent years. Its volume increased from \$8.7 million in 1955 to \$12 million in 1956; officials expect a volume of more than \$100 million in 1958.

The Massachusetts Legislature, in 1957, set up a Higher Education Assistance Corp. which guarantees 80 percent of long-term loans made by banks to qualified students for the purpose of paying their way through college. The capital is contributed by corporations and individuals. Up to the end of 1957, 109 banks had made 1,000 loans totaling almost half a million dollars, and it is planned to expand this to \$5 million in the future.

At least 800 schools offer long-term, low-interest loans. New York and North Dakota have set up plans similar to the one operating in Massachusetts; and Maine, Rhode Island, and Connecticut are also considering adoption of such a program.

Business firms are offering college loans for the children of their employees.

One difficulty encountered in the expanding loan program is that many available loan funds are inadequately used. President Ray Olpin, of the University of Utah, testified: "Most universities have some unused loan funds available."

Student aid in 1956

	Number	Amount
Undergraduate:		
Scholarships.....	287,370	\$65,736,950
Loans.....	77,107	12,463,182
Employment.....	288,479	65,931,915
Total.....	602,956	144,132,047
Graduate:		
Fellowships.....	24,885	18,239,150
Loans.....	30,507	4,986,742
Assistantships.....	29,406	85,007,789
Total.....	84,798	88,233,681

Titles IV, VII, and VIII provide grants to States for aid to public, elementary, and secondary schools for the instruction of science, mathematics, foreign languages, for guidance, counseling, and testing of students and for experimentation with and use of television, films, etc.

The proposals assume that the schools cannot finance these programs at the necessary level and that Federal funds are needed. Both of these assumptions are erroneous. The schools have ample funds available to provide more and better courses in the mentioned subjects, but often use them for purposes wholly unrelated to education.

The picture of understaffed, underhoused, and underfinanced schools which is frequently presented to the public is a mere fabrication of propagandists. A new study of the financing of public education, just released by the Institute for Social Science Research, Washington, D. C., under the title "School Needs in the Decade Ahead" demonstrates that lack of money is not responsible for shortcomings of the schools. The findings of that study are summarized in the Congressional Record for July 10, 1958, page A6226.

The report, prepared by Roger A. Freeman, former Research Director of the United States Commission on Intergovernmental Relations, and consultant on school finance to the White House Conference on Education, shows that school funds have increased at a more rapid rate than enrollment, national income, other governmental expenditures, or personal consumption. Wherever schools do provide inadequate staff, money, equipment, or facilities for instruction in science, mathematics, or foreign languages, they do so by their own choice because they allocate their resources to other subjects which are much less important and often out of place in a public-school curriculum.

Title IV would authorize grants totaling \$60 million annually for the acquisition of equipment suitable for education in science, mathematics, or modern foreign languages, and \$5 million annually for grants to State departments of education.

What evidence is there that the schools cannot afford to buy such equipment? Science equipment, for example, is not expensive. Dr.

Elbert Little, executive director of the physical science study committee, was recently quoted as saying:

There is no essential piece of equipment which a science teacher and his students can't build out of cheap materials. Apart from the initial outlay for the plant, the cost of laboratory equipment and supplies need run no higher than \$10 per student (Popular Science, November 1957).

The president of the American Association of School Administrators said this in addressing the 1956 convention of his group:

I have found that our science laboratories are very similar to what they were 25 years ago, but this is not true of vocational shops, cafeterias, and similar activities where we have the latest equipment. Even in some of the science laboratories of our new high schools, with all of the developments that we have had in recent years, I find the same equipment as a quarter of a century ago (Official Report of the 1956 AASA Convention, p. 144).

Actually, equipment for science, mathematics, and foreign-language instruction is far less expensive than for many of the modern activities programs for which schools often seem to be able to find money. Whether they decide to spend their funds on equipment for science instruction, or for co-ed cooking, depends on their sense of values, not on the amount of money available.

We do not believe that it is the business of the Federal Government to bribe schools into doing their job. But it is likely that when the bureaucrats in the United States Office of Education administer the funds, the money will be used to further life-adjustment education rather than the purpose for which the grants were authorized.

A major shortcoming in the fields of mathematics and science in the public schools is the inadequate preparation of teachers in these subject areas because of the stress that is being placed in teacher certification upon pedagogical methodology. There have been suggestions that teachers in subject fields which are short in supply, should be paid competitive salaries with industry, so that they can be attracted to the schools. When the educational magazine the Nation's Schools in June 1956 took a nationwide poll of school superintendents on this question, 84 percent replied that science teachers should not be paid more than other teachers.

Until it is recognized that the crux of the problem of science and mathematics instruction is better teachers—who can be obtained through a system of competitive pay based on merit—there is little hope of improving instruction in the schools. Also, as long as the schools offer and give credit for frill courses, and promote pupils regardless of accomplishment, the prospect that the children will study harder, is futile.

Title VII would authorize Federal funds for guidance, counseling, testing. Most public-school pupils are already being given standardized tests. Much of what the tests reveal can also be learned from the teachers' reports. Unfortunately, report cards have degenerated into speculating about the pupils' potential, instead of measuring his actual achievements. The problem here is not that able pupils cannot be identified, but that they cannot be motivated into studying

hard for the reasons mentioned above. As long as there are no rewards for effort and punishment for failure, we cannot expect pupils to exert themselves more.

Federal funds for more tests or counseling will do no good if schools do not even make adequate use of the ample information which is presently available.

Title VIII would authorize grants for research and experimentation in more effective utilization of television, radio, motion pictures, and related mediums for educational purposes.

We are strongly in favor of more experimentation with and greater use of television, films, and other technological methods for the purpose of extending the use of good teachers and saving teachers' time.

The former superintendent of the Los Angeles schools, Alexander Stoddard, in a report, *Schools for Tomorrow*, prepared for the Fund for the Advancement of Education, estimated that 100,000 teaching positions could be saved by the use of instructional television.

However, the National Education Association has strongly objected to the use of technological methods for the purpose of saving teachers' time. They are afraid that this may reduce the number of job openings and weaken their ability to claim the existence of teacher shortages.

Until this resistance can be overcome, there is little hope that technological progress will accomplish much. Many schools could utilize television and movies more extensively now, based on the results of studies and experiments, but are prevented from doing so by the teachers' organizations. We can see little purpose served in providing Federal funds for school television unless there is a prospect that they will be used for making instruction more efficient.

"FEDERAL GOVERNMENT, GET OUT OF EDUCATION," SAY
GOVERNORS

Over 40 years ago the National Government began a temporary program of stimulating the States in a new field of education; namely, vocational training. The Joint Federal-State Action Committee of Governors and Federal Officials, appointed by President Eisenhower last fall, unanimously agreed that this function of education should be returned to the States. The administration has concurred in this viewpoint.

Is it not inconsistent then for the administration to propose to set up new grant-in-aid programs, similar to the vocational program, in the areas of guidance and science education, which most local and State school systems have long maintained? How is this contradiction justified? On the thesis that a national emergency has suddenly been discovered with which local and State governments cannot cope? This thesis is undocumented and, in our opinion, false (from testimony of K. Brantley Watson, vice president in charge of human relations, McCormick & Co., Baltimore, Md., p. 1540, hearings before a subcommittee of House Education and Labor Committee on H. R. 10381, H. R. 10278, and similar bills, March 21, 1958).

IN CONCLUSION

Does the Federal Government have a responsibility for handing a college education, for which many people work hard, to a few able youth? If there is such a responsibility, where can the line be drawn between those who receive the gift, and those to whom it is denied?

And most important, are there not other, and less dangerous, ways of supporting and improving our educational system? Can the number and amount of scholarships from State, local, and private sources be increased? Can greater work possibilities be made available through colleges to students from low-income families? Would a tax policy aimed at strengthening education by permitting deductions for tuition payments, and liberal provisions for corporate and individual donations for educational purposes be a better answer?

For over 150 years, the American people have been solving their educational problems at the State and local levels. There is no reason why they cannot continue to do so. The picture of strong centralized governments in some foreign countries is too alarming to justify changing our democratic pattern of local and State solutions to confronting education.

The detrimental effect of Federal grants has been pointed out time and again. Recently, Dr. George C. S. Benson, president of Claremont Men's College and former Research Director of the United States Commission on Intergovernmental Relations, stated in a book, National Aid to Higher Education (American Enterprise Association, Washington, D. C., 1958):

The evidence indicates that with grants go controls which contain dangers (1) to our type of government; (2) to our educational pattern.

This warning should be taken seriously when an extension of the activities of the Federal Government into the field of education is being proposed.

Respectfully submitted.

RALPH W. GWINN.
CLARE E. HOFFMAN.
DONALD W. NICHOLSON.

○